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PUBLIC LAND MANAGEMENT
BUREAU OF LAND MANAGEMENT

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PUBLIC LAND MANAGEMENT
BUREAU OF LAND MANAGEMENT

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Justification for Appropriations, Fiscal Year 1971

Table of Contents

	<u>Page</u>
Highlight Statement.....	1
Statement of Receipts.....	4
Allocation of Receipts to States and Counties.....	5
<u>Management of Lands and Resources</u>	6
1. Realty and Mineral Leasing Services.....	11
2. Resource Management, Conservation and Protection.....	16
3. Cadastral Survey.....	33
4. Firefighting and Rehabilitation.....	35
5. General Administration.....	36
Itemization of estimate.....	38
<u>Construction and Maintenance</u>	39
1. Construction.....	39
2. Maintenance.....	42
Itemization of estimate.....	45
<u>Public Lands Development Roads and Trails</u>	46
Itemization of estimate.....	50
<u>Oregon and California Grant Lands</u>	51
1. Construction and Acquisition.....	53
2. Forest Development, Protection and Management.....	61
3. Operation and Maintenance.....	63
Itemization of estimate.....	65
<u>Range Improvements, Bureau of Land Management</u>	66
Itemization of estimate.....	67
Administrative Provisions.....	68

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Justification for Appropriations, Fiscal Year 1971

Table of Contents

Page

1	Highlights Statement.....
4	Statement of Receipts.....
7	Allocation of Receipts to States and Counties.....
8	Management of Lands and Resources.....
11	1. Policy and General Planning Services.....
16	2. Resource Management, Conservation and Protection.....
33	3. Technical Survey.....
37	4. Planning and Rehabilitation.....
38	5. General Administration.....
38	Estimation of outlays.....
39	Conservation and Maintenance.....
39	1. Conservation.....
42	2. Maintenance.....
43	Estimation of outlays.....
46	Public Lands Development Goals and Goals.....
50	Estimation of outlays.....
51	Grass and Deliberate Grazing Lands.....
53	1. Construction and Regulation.....
53	2. Grazing Development, Protection and Management.....
53	3. Operation and Maintenance.....
53	Estimation of outlays.....
54	Land Development, Grazing of Land Management.....
57	Estimation of outlays.....
58	Administrative Expenses.....

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Highlight Statement

The Bureau of Land Management administers 453 million acres of land in the 11 western states and Alaska. One of the last segments of the Federal estate to be placed under management, these lands amount to 20% of the entire land area of the United States. Years of neglect have left their mark. However, through multiple-use management in the public interest this land is making an ever-increasing contribution to the continuing welfare of Americans. In addition, 515 million acres of Outer Continental Shelf under Bureau administration continues to yield great mineral wealth which offers increasing promise for the future.

The public lands are the major source of undeveloped open space in the United States. Their appropriate use and status are a matter of increasing public interest and concern. Field inspection and public discussion precede classification for disposal. Under the Classification and Multiple-Use Act of 1964, 2.7 million acres have been classified for disposal while 153 million acres have been designated for multiple use management. The most common demands for public lands are for community expansion, industrial use, agriculture, and other enterprises.

Minerals are increasingly important resources of the public lands. Mineral production in 1969 included 200 million barrels of petroleum; 942 billion cubic feet of natural gas; 470 million gallons of gasoline and liquid petroleum gas; and 24 million short tons of coal, potash, sodium and other minerals. Mineral receipts, including those from the Outer Continental Shelf, were over \$566 million.

Alaska Oil and Mineral Development

The Prudhoe Bay oil discovery has triggered one of the most complex responsibilities ever assumed by the Bureau. A consortium of oil companies, known as TAPS, wishes to build a 48-inch pipeline, 800-miles long, from Prudhoe Bay on the North Slope to Valdez on the Gulf of Alaska. An accompanying 400-mile long haul road has been proposed, a portion of which has been approved for construction by the State of Alaska.

The Bureau is responsible for issuance of the right-of-way permit, final alignment of the pipeline, enforcement of stipulations, sale of common construction materials, and supervision of construction and monitoring of the line. It also has the entire coordinating function for all participating federal agencies. The Bureau estimates that there will be at least 8 prime contractors, 15 crew locations, 5 to 12 pumping station sites and several new towns to accommodate approximately 3,000 workers and their families. The supervisory responsibility is intensified by the delicacy of the tundra ecosystem. This previously undisturbed area has limited ability to recover from extensive damage. The Bureau must see that development occurs without serious environmental disorder.

Because of the urgency and immediacy of the problem, the Bureau is requesting an increase of \$750,000.

Improved Land Services

A basic function of the Bureau is the processing of applications for land. Western population growth, twice the national average, has led to greater land use demands on a fixed land base. Rapid sociological and technological changes have altered land use patterns, and new Executive and Legislative requirements have increased the complexity of the disposal process itself. The result is a 12,000 case backlog, with about 30% of the applicants having waited five years or more. A \$465,000 increase is requested to reduce this backlog and to improve service to the public.

Upland Mineral and Energy Leasing

The mineral and energy industries' increasing demands for both upland and Outer Continental Shelf (OCS) resources have required the Bureau to intensify its leasing evaluation practices to more effectively analyze the economic impact of all mineral and energy development and to obtain a fair return to the Federal Government. An increase of \$95,000 is being requested primarily for upland mineral evaluation and to integrate, where practicable, upland and OCS evaluation efforts.

Recreation

Although the Bureau administers the largest amount of undeveloped land in the Western states, the facilities on this land fall far short of meeting present recreational use. In 1970, 32 million visitor days are expected, including 5.3 million visitor days of intensive use. In 1971, this is expected to exceed 36 million visitor days, including over 6 million days of intensive use.

Bureau facilities are usually non-existent. Where they do exist, they cannot accommodate the growing numbers of public land visitors. Adequate and properly maintained facilities can channel use into appropriate areas designed to withstand recreational use, as well as reduce litter, sanitation and water pollution problems. Outside of western Oregon, the Bureau started no work on new sites in FY 1970.

The sites selected for FY 1971 development are located in the California Desert and Lower Colorado River; at Superstition Mtn. near Phoenix, Arizona; at Holter Lake, near Helena, Montana; and at Organ Mountain near Las Cruces, New Mexico. These developments will provide some relief in areas experiencing resource abuse. Minimum facilities will be provided at these sites to protect public health and prevent pollution, fire and other damage.

An increase of \$406,000 is also requested for operation and maintenance of facilities and roads. The Johnny Horizon Anti-Litter Campaign will expand to capitalize on the momentum generated by its highly successful first two years. Custodial efforts will be directed to facility, dumpsite and roadside cleanup, particularly in areas such as those along the Lower Colorado River where overuse and abuse are creating problems of public health and sanitation.

Funds are also requested for recreation planning in the California Desert. The Desert area served 9.3 million visitors in 1968, for 4.9 million visitor days. By the year 2000, visitor days are expected to reach 50 million. Activities include motorcycling, rock hounding, hiking, camping and picnicking. Detailed and immediate planning is needed to limit destruction of the desert environment and the values that the recreationists seek.

Road Construction - Public Lands

An adequate system of roads and trails is essential to public use and proper management and protection of the public lands. In FY 1971, the Bureau's obligation program is \$3,837,000 for the construction of 5 bridges and 56 miles of trail, grading 115 miles of road and surfacing 89 miles. In addition, 60 miles of historically significant trails will be marked and reestablished.

Summary of Budget Request

The estimate of appropriations for the Bureau is summarized below by major budget activity;

	<u>FY 1970</u>	<u>FY 1971</u>	<u>Increase +</u> <u>Decrease -</u>
	<u>(in thousands of dollars)</u>		
<u>Management of Lands and Resources</u>			
1. Realty and Mineral Leasing Service.....	\$ 7,564	\$ 7,659	+\$ 95
2. Resource Management, Conservation, and Protection.....	40,693	42,229	+ 1,536
3. Cadastral Survey.....	5,703	5,703	---
4. Firefighting and Rehabilitation.....	1,000	1,000	---
5. General Administration.....	<u>2,268</u>	<u>2,349</u>	+ 81
Total, MLR.....	57,228	58,940	+ 1,712
<u>Construction and Maintenance</u>			
1. Construction.....	1,030	940	- 90
2. Maintenance.....	<u>1,869</u>	<u>2,275</u>	+ 406
Total, C&M.....	2,899	3,215	+ 316
<u>Public Lands Development Roads and Trails</u> <u>(Liquidation of Contract Authority).....</u>			
	3,500	3,500	---
<u>Oregon and California Grant Lands (indefinite).</u>	16,000	18,000	+ 2,000
<u>Range Improvements (indefinite).....</u>	<u>1,769</u>	<u>1,841</u>	+ 72
Subtotal.....	81,396	85,496	+ 4,100
<u>Permanent Appropriations.....</u>	<u>88,845</u>	<u>92,959</u>	+ 4,114
Grand Total.....	<u>170,241</u>	<u>178,455</u>	+ 8,214

Receipts

As shown in the table below the Bureau continues to produce substantial revenues for the U.S. Treasury and for public land states and counties.

Receipts Collected by the Bureau (\$ in millions)

	<u>1968</u>	<u>1969</u>	<u>1970^{a/}</u>	<u>1971^{a/}</u>
Total Receipts	1,158	650	521	1,217
Paid to States & Counties	- 71	-78	-88	-92
Deposited in Treasury	1,087	572	433	1,125

^{a/} Estimated

RECEIPTS BY SOURCES

The following table shows actual receipts of the Bureau of Land Management for fiscal years 1967, 1968, 1969, and estimated receipts for 1970 and 1971.

	<u>Actual 1967</u>	<u>Actual 1968</u>	<u>Actual 1969</u>	<u>Estimate 1970</u>	<u>Estimate 1971</u>
Sales, Public Lands and Materials.....	\$ 2,583,863	\$ 2,521,132	\$ 1,802,126	\$ 3,000,000	\$ 3,200,000
Fees and Commissions.....	3,268,243	3,889,635	4,888,321	4,500,000	4,000,000
Mineral Leasing.....	124,977,468	128,555,825	138,538,529	140,500,000	149,000,000
Mineral Leasing, Outer Continental Shelf.....	637,310,722	961,266,059	428,278,500	292,000,000	970,000,000
Grazing Fees.....	4,571,449	4,601,460	5,623,299	5,800,000	6,800,000
Right-of-Way Leases.....	217,301	225,552	324,740	240,000	250,000
Timber Sales.....	47,075,177	56,166,027	69,678,639	70,600,000	78,100,000
Miscellaneous Receipts...	343,457	492,570	561,870	2,700,000	4,300,000
Total.....	\$820,347,680	\$1,157,718,260	\$649,696,024	\$519,340,000	\$1,215,650,000

NOTE: Does not include Public Land Administration Act Funds

ALLOCATION OF BUREAU OF LAND MANAGEMENT RECEIPTS TO STATES, 1969

State	Sale of Public Lands and Timber	Mineral Leases and Permits	Taylor Grazing Districts	Taylor Grazing Leases	Other	Total
Alabama.....	\$ 39	\$ 11,661	\$ ---	\$ ---	---	\$ 11,700
Alaska.....	1,557	7,778,784	---	---	---	7,780,341
Arizona.....	1,507	102,862	21,184	31,215	---	156,768
Arkansas.....	9	17,412	---	---	---	17,421
California.....	42,167	3,250,730	6,279	47,421	---	3,346,597
Colorado.....	5,051	3,409,338	20,815	11,397	---	3,446,601
Florida.....	160	1,045	---	---	---	1,205
Idaho.....	17,933	152,332	32,868	9,736	---	212,869
Kansas.....	---	148,424	---	---	---	148,424
Louisiana.....	1	276,378	---	---	---	276,379
Michigan.....	188	14,077	---	---	---	14,265
Minnesota.....	1	---	---	---	---	1
Mississippi.....	2	18,419	---	---	---	18,421
Missouri.....	6	---	---	---	---	6
Montana.....	15,947	3,394,729	23,431	34,166	191,863 ^{a/}	3,660,136
Nebraska.....	---	6,869	---	444	---	7,313
Nevada.....	35,406	536,915	61,702	9,446	---	643,469
New Mexico.....	10,908	11,342,601	49,282	8,951	11,403 ^{a/}	11,423,145
North Dakota.....	---	204,988	---	2,120	---	207,108
Oklahoma.....	1,123	163,142	---	95	---	164,360
Oregon.....	100,551	1,639	25,674	15,873	25,875,471 ^{b/}	26,019,208
South Dakota.....	175	228,390	---	14,450	---	243,015
Utah.....	970	3,119,219	34,632	---	1,729 ^{a/}	3,156,550
Washington.....	2,491	120	---	5,770	---	8,381
Wyoming.....	3,714	17,184,174	41,806	77,844	---	17,307,538
Total.....	\$239,906	\$51,364,248	\$317,673	\$268,928	\$26,080,466	\$78,271,221

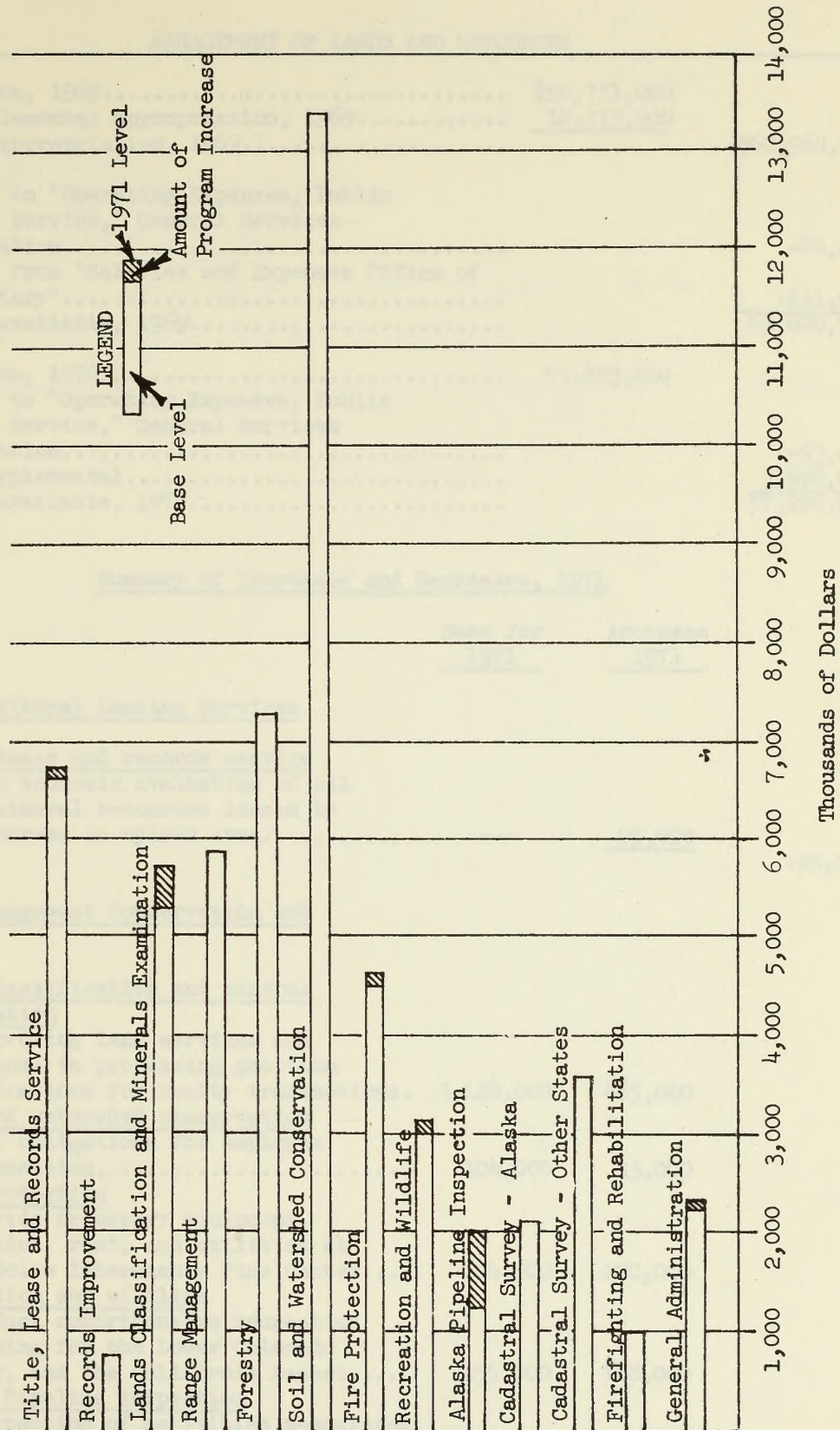
^{a/} Executive Orders 10787, Nov. 6, 1958, and 10890, Oct. 27, 1960, from grazing and mineral receipts, L.U. Lands.

^{b/} From "O&C" lands, \$25,567,166; Coos Bay Wagon Road lands, \$308,304.

MANAGEMENT OF
LANDS & RESOURCES

U.S. DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES APPROPRIATION
FY 1971 PROGRAM INCREASES



MANAGEMENT OF LANDS AND RESOURCES

Appropriation, 1969.....	\$50,751,000	
Second supplemental appropriation, 1969.....	<u>12,213,000</u>	
Total appropriation, 1969.....		\$62,964,000
Transferred to "Operating Expenses, Public Buildings Service," General Services Administration.....		-84,243
Transferred from "Salaries and Expenses Office of the Secretary".....		<u>+141,000</u>
Total available, 1969.....		63,020,757
Appropriation, 1970.....	53,823,000	
Transferred to "Operating Expenses, Public Buildings Service," General Services Administration.....		-93,000
Pay cost supplemental.....		<u>3,498,000</u>
Total available, 1970.....		57,228,000

Summary of Increases and Decreases, 1971

	<u>Base for</u> <u>1971</u>	<u>Increase</u> <u>1971</u>	
<u>Realty and Mineral Leasing Services</u>			
(a) <u>Title lease and records service</u> For the economic evaluation of oil and mineral resources leased by the Bureau in upland area.....	---	<u>95,000</u>	+95,000
<u>Resource Management Conservation and Protection</u>			
(a) <u>Land classification and mineral examination</u> For improving land services and response in processing petition applications for realty transactions.	3,128,000	465,000	
(d) <u>Soil and watershed conservation</u> To meet obligations for employee compensation.....	104,000	13,000	
(e) <u>Fire protection</u> To provide necessary equipment, supplies, rent, and utilities at the Boise Interagency Fire Center....	604,000	120,000	
(f) <u>Recreation and wildlife</u> To conduct comprehensive recreation planning for the Lower Colorado River, and the California Desert.....	155,000	188,000	
(g) <u>Alaska Pipeline inspection</u> For inspection of activities associated with Trans-Alaska Pipeline and road construction.....	1,250,000	<u>750,000</u>	+1,536,000

	<u>Base for 1971</u>	<u>Increase 1971</u>	
<u>General Administration</u>			
To provide for additional administrative services required by the increased program (net increase - offset by \$19,000 savings in management improvement).....	2,268,000	81,000	
			+ 81,000
Net Increase, 1971.....			+ 1,712,000
Budget Estimate, FY 1971.....			58,940,000

MANAGEMENT OF LANDS AND RESOURCES
Analysis by Activities

Activity	Fiscal Year 1969 Amount Available	1970			
		Total Appropriations	Pay Cost Supplemental	Transfer ^{1/}	Amount Available
1. <u>Realty and Mineral Leasing Service</u>	\$ 6,443,452	\$ 7,092,000	\$ 481,000	\$- 9,000	\$ 7,564,000
2. <u>Resource Management, Conservation and Protection</u>	37,103,014	38,210,000	2,562,000	-79,000	40,693,000
3. <u>Cadastral Survey</u>	5,324,394	5,385,000	323,000	- 5,000	5,703,000
4. <u>Firefighting and Rehabilitation</u>	11,603,726	1,000,000	---	---	1,000,000
5. <u>General Administration</u>	2,124,917	2,136,000	132,000	---	2,268,000
<u>Unob. balance lapsing</u>	421,254	---	---	---	---
Total.....	\$63,020,757	\$53,823,000	\$3,498,000	\$-93,000	\$57,228,000

^{1/} Represents transfers to General Services Administration.

MANAGEMENT OF LANDS AND RESOURCES
Analysis by Activities

	FY 1969 Amount Available	FY 1970 Amount Available	FY 1971 Estimate	Increase (+) Decrease (-) 1971 Compared with 1970	Page ref.
1. <u>Realty and Mineral Leasing Services.....</u>	\$ 6,443,452	\$ 7,564,000	\$ 7,659,000	+\$ 95,000	11
2. <u>Resource Management Conserva- tion and Protection.....</u>	37,103,014	40,693,000	42,229,000	+1,536,000	16
3. <u>Cadastral Survey.....</u>	5,324,394	5,703,000	5,703,000	---	33
4. <u>Firefighting and Rehabilitation.</u>	11,603,726	1,000,000	1,000,000	---	35
5. <u>General Administration.....</u>	2,124,917	2,268,000	2,349,000	+ 81,000	36
<u>Unob. balance transferred to other accounts.....</u>	---	---	---	---	
<u>Unob. balance lapsing.....</u>	421,254	---	---	---	
<u>Total.....</u>	<u>63,020,757</u>	<u>57,228,000</u>	<u>58,940,000</u>	<u>+1,712,000</u>	

1. REALTY AND MINERAL LEASING SERVICE

Analysis by Subactivities

Subactivity	FY 1969 Amount Available	FY 1970 Amount Available	FY 1971 Estimate	Increase (+) or Decrease (-) 1971 Compared with 1970
(a) Title, Lease and records service...	\$5,755,359	\$6,737,000	\$6,832,000	+\$95,000
(b) Records Improvement	688,093	827,000	827,000	---
Total.....	\$6,443,452	\$7,564,000	\$7,659,000	+\$95,000

(a) Title, Lease and Records Services: FY 1970, \$6,737,000; FY 1971, \$6,832,000; an increase of \$95,000. This increase consists of:

Increase (+) or Decrease (-)

<u>Amount</u>	<u>Positions</u>	<u>Total Program</u>	<u>Total Positions</u>	<u>Explanation</u>
(1) +\$95,000	+3	\$95,000	3	For economic evaluation of the upland mineral resources leased by the Bureau.

Cost Factors Involved in Increases

- (1) Three permanent positions at average annual rate of \$13,000, \$39,000; consultants' fees, contractual costs and computer time involved in formulating conceptual framework studies, \$56,000.

Need for Increase: Substantial revenues are realized from the Bureau's upland leasing activities as shown in the following table:

	<u>Actual FY 1968</u>	<u>Actual FY 1969</u>	<u>Estimated FY 1970</u>	<u>Estimated FY 1971</u>
	(\$ in millions and tenths)			
Mineral Leasing, Upland	128.6	138.5	140.5	149.0

The principal objective of the upland evaluation program is to facilitate the orderly development of mineral resources by industry. Lease evaluations, properly implemented, will also tend to increase the worth of upland mineral deposits which will help insure full public benefits. Because of the magnitude of the upland mineral values, a change of only 1% can influence returns by about 1½ million dollars.

The upland and OCS programs are quite similar; mineral and energy sources are often leased to the same firms, operating in the same markets, with the same raw materials. Therefore, much of the information gathered in the OCS evaluation effort can be utilized in an upland program. However, there are also specific upland needs which can be met only by developing an expertise in upland analytical work.

The economic impact of the Bureau's upland leasing program is great as illustrated by the production of minerals from Federally leased lands shown on the following table.

Mineral Production from Public and Acquired Lands by Minerals,
and Percentages of Total U.S. Production ^{1/}

Mineral	Unit	Calendar 1966		Calendar 1967		Calendar 1968		Production Value Federal Lands millions of dollars
		Production	% of U.S.	Production	% of U.S.	Production	% of U.S.	
Petroleum	million barrels	196.8	6.3	206.9	6.4	212.3	6.4	562
Natural Gas	billion cubic feet	521.1	4.8	1,000.8	5.5	967.4	5.0	142
Gasoline & L.P.G.	million gallons	807.5	2.5	712.2	3.3	470.7	2.0	26
Potassium	million short tons	17.5	87.5	13.8	50.0	12.2	84.7	57
Coal (bituminous)	million short tons	7.1	1.3	6.8	1.2	7.5	1.4	35
Phosphate	million short tons	2.0	5.0	2.2	5.4	1.8	4.4	6
Sodium (soda ash)	million short tons	1.6	10.0	1.8	10.1	2.5	54.9	56

^{1/} Domestic Mineral Production derived from Bureau of Mines, U.S. Minerals Year Book. Production from Federal Lands is obtained from U.S.G.S. publication, Minerals Production, Royalty Income, and Related Statistics.

Plan for Increase: With the additional funds requested the Bureau will begin examining the following:

1. The best methods of approaching the upland evaluation effort to include conceptual framework studies.
2. Data which can be applied to the upland program from the OCS evaluation to date and additional data, specifically related to upland resources, which are needed.
3. How to promote orderly development of the upland mineral resource.

The increase will also be utilized to begin computerization of routine data.

Program of Continuing Work: The principal program goal of this subactivity is to provide an efficient realty, leasing and record service for the public and governmental agencies. The paperwork and actual transfer of land title from the Federal Government is performed here, while the "field" investigation and determination that transfer is proper is performed in the Land Classification and Mineral Examination Subactivity.

Maintaining public lands records in the land offices, providing public land status and information about the public land and mineral laws, and processing realty transactions with other Federal agencies, State and local governments and private individuals are continuing efforts in this program. The leasing and disposal of non-renewable natural resources under conservation guidelines constitute a large portion of the workload.

Leasing and disposing of non-renewable mineral resources of the Public Domain and Federal Outer Continental Shelf lands become more important each year. In recent years these resource leases have yielded from one-half to one billion dollars to the Federal Government. We are attempting to improve our capability to ensure the proper development of these resources. Part of the leasing workload involves non-fuel mineral leasing. The scope of this function in the over-all leasing effort is illustrated below:

FEDERAL NON-FUEL MINERAL LEASING FY 1969

Mineral	Prospecting Permits Issued		Leases Issued	
	No.	Acreage	No.	Acreage
Hardrock	97	107,617		
Phosphate	29	16,447	12	5,295
Potassium	45	75,649	4	6,537
Sodium	25	40,785		
Sulphur	304	180,577	--	--
Special Laws	--	--	3	1,911
TOTAL	500	421,075	19	13,743

The number of unclosed and pending lands and minerals cases has increased to about 41,000 (12,000 lands cases and 29,000 mineral cases). In the minerals area, this is largely due to a buildup of 12,000 cases, primarily oil and gas lease applications in Alaska resulting from Public Land Order 4582. This Order closed Alaska to new filings and prohibits issuance of leases or title to lands until December 31, 1970, to allow Congressional action on the Alaska Native Land Claims problem. Unless this order is extended beyond the prescribed December 31 termination date, Significant progress in reducing the pending caseload will be possible by the end of Fiscal Year 1971. However, reduction below the previous level of 25,000 unclosed lands and mineral cases is not anticipated within the scope of work encompassed by this subactivity.

(b) Records Improvement: FY 1970, \$827,000; FY 1971, \$827,000; no change.

Program of Continuing Work: Records improvement includes the construction of new land status records in each Land Office to replace the original records which are becoming worn or illegible through age and use. Through the new records system, which also makes use of microfilm and other modern processes and reproduction equipment, Land Offices can provide land status information quickly and economically. The public makes extensive use of these records.

New records for Idaho should be completed in the early part of FY 1971 and construction of records for the Sacramento Land Office will commence. The remaining portion of this part of the program will be completion of the Sacramento Office records and construction of new records for the Riverside Land Office in California.

Records improvement work has been completed and new records are installed in Arizona, Colorado, Montana, Nevada, New Mexico, Oklahoma, Oregon, Utah, and Wyoming; and for portions of Alaska, Kansas, Nebraska, North Dakota, and South Dakota. Completed records are scheduled for Idaho in FY 1971, and for California in FY 1974.

As part of the program, a system for indexing and microfilming field notes of cadastral and other kinds of surveys has been designed and tested. The system will be installed in one State (Colorado) in FY 1970, and installation in two additional States is scheduled for FY 1971. The system will contribute to efficiency in operations in State and District Offices and will help assure preservation of the original survey notes which constitute a vital part of the land records. It will also serve the public better in that the survey notes as indexed will be more usable and copies can be readily obtained in District offices.

Status of Program

The principal program goal of this activity is to provide prompt and efficient services to the public and to governmental agencies and to execute a well-planned disposal program in areas where non-Federal ownership of land is appropriate in meeting local needs. Efforts are continuing in the evaluation of the economics of offshore oil and gas leasing; new efforts are needed for similar work in the upland areas. Modernization of land office record keeping is making satisfactory progress.

The lease and disposal of non-renewable natural resources generates substantial income in excess of operating expenses. Total receipts from lands and minerals programs for the past year and those estimated for the current and budget years are as follows:

REVENUES FROM LANDS AND MINERALS ACTIVITIES FY 1969-71

Fiscal Year	Outer Continental Shelf	All Others	Total
1969	\$428,278,500	140,340,655	\$ 568,619,155
1970	292,000,000	143,500,000	435,500,000
1971	970,000,000	152,200,000	1,122,200,000

Oil and gas

mineral lease

Production..... \$ 4,100,000 \$ 1,100,000 \$ 5,200,000

(b) Lease bonuses

Oil..... 2,000,000 1,000,000 3,000,000

(c) Royalties

Oil..... 1,000,000 1,000,000 2,000,000

(d) Soil and water

and minerals

Oil..... 10,000,000 10,000,000 20,000,000

(e) Fire protection

Oil..... 100,000 100,000 200,000

(f) Increasing and

wildlife..... 1,000,000 1,000,000 2,000,000

(g) Alaska pipeline

improvement..... 1,000,000 1,000,000 2,000,000

Total..... 9,200,000 9,200,000 18,400,000

(a) Land Classification and Mineral Exploration FY 1969, \$1,000,000; FY 1970, \$1,000,000; FY 1971, \$1,000,000. An increase of \$100,000. The increase results from:

Decreased or Increased	Total	Total	Explanation
Amount	Positions	Positions	

(1) +\$900,000 45 1,000,000 250 The following land-
class reclassified and
expanding the land-
classification program.

Land Policies Developed in Progress

(2) Thirty-one permanent positions at an average cost of \$13,500, \$120,000,
travel and per diem costs for field investigation at an average annual cost
of \$2,000 per person, \$20,000 equipment, and specialized personnel
training costs, \$20,000.

and for programs. Land services provided for the public include satisfaction of
State landowner rights, additional land for government, and private land needs for
industrial, residential and agricultural expansion, and support of other agency
and Federal programs. States and local governments still require 15 million acres
by 1975, and the private sector will require 4.5 million acres. All land within
three million acres of public land is considered for examination and potential
classification for Federal management or disposal. A study recently completed
has revealed that Federal action is required to land management is not keeping
pace. Population growth and increasing land use patterns have increased public
demand for land services. The study has shown increased, not better, Executive

2. RESOURCE MANAGEMENT, CONSERVATION AND PROTECTION

Analysis of Subactivities

Subactivity	FY 1969 Amount Available	FY 1970 Amount Available	FY 1971 Estimate	Increase (+) or Decrease (-) 1971 Compared with 1970
(a) Land classification and mineral examination.....	\$ 4,981,516	\$ 5,323,000	\$ 5,788,000	+\$ 465,000
(b) Range management.....	5,321,432	5,879,000	5,879,000	---
(c) Forestry.....	7,075,524	7,316,000	7,316,000	---
(d) Soil and watershed conservation.....	13,060,397	13,394,000	13,407,000	+ 13,000
(e) Fire protection.....	3,744,962	4,537,000	4,657,000	+ 120,000
(f) Recreation and wildlife.....	2,919,183	2,994,000	3,182,000	+ 188,000
(g) Alaska pipeline inspection....	---	1,250,000	2,000,000	+ 750,000
Total.....	37,103,014	40,693,000	42,229,000	+1,536,000

(a) Land Classification and Mineral Examination: FY 1970, \$5,323,000; FY 1971, \$5,788,000; an increase of \$465,000. The increase consists of:

	<u>Increase(+) or Decrease(-)</u> <u>Amount</u>	<u>Positions</u>	<u>Total</u> <u>Program</u>	<u>Total</u> <u>Positions</u>	<u>Explanation</u>
(1)	+\$465,000	+31	3,593,000	230	For reducing land-case backlog and improving the case-handling program.

Cost Factors Involved in Increase

- (1) Thirty-one permanent positions at an average cost of \$11,500, \$356,000; travel and per diem costs for field investigation at an average annual cost of \$1,900 per person, \$59,000; supplies, equipment and specialized personnel training costs, \$50,000.

Need for Increase: Land Services required for the public include satisfaction of State indemnity rights, additional land for government, and private land needs for industrial, residential and agricultural expansion, and support of other agency and Bureau programs. States and local governments will require 13 million acres by 1975, and the private sector will require 2.5 million acres. All told thirty-three million acres of public land is scheduled for examination and tentative classification for Federal management or disposal. A study recently completed has revealed that Federal action in response to land requirements is not keeping pace. Population growth and changing land use patterns have increased public demand for land services. Not only has demand increased, but recent Executive

Orders and Legislation have made case processing more complex. It is now necessary to properly evaluate flood plain effect, environmental quality, and other external considerations in reaching land disposal decisions. However, the manpower available for case work has remained fairly constant for the past 3 years. The result is a current backlog of 12,000 cases; of which 70% await BLM action.

The increase will be used to reduce the case backlog by completing the field examination and classification on about 1,500 of the 4,700 cases pending field action, and on 200 cases pending appraisal or re-appraisal.

Program of Continuing Work: In addition to work included in the proposed increases, the following recurring annual land resources and programmed realty work will be done.

Over 50 percent of the continuing work consists of providing public service and processing public demand cases. Field examinations will be completed and classification decisions issued for about 7,600 land petition-applications under the various public land laws. Land appraisals will be performed for all land disposals and permitted uses to assure fair return.

About 11,000 new and about 2,000 reactivated lands and minerals cases are received each year for field examination and classification action. Approximately the same number (13,000) are closed annually but the base program effort has been unable to lower the accumulated caseload pending field examination and classification below five to six thousand lands cases and fifteen hundred to two thousand minerals cases.

The authority to classify public lands under the Classification and Multiple Use Act (78 Stat. 986) and to sell public lands under the Public Land Sale Act of 1964 (78 Stat. 988) will expire six months after the Public Land Law Review Commission submits its report or no later than December 31, 1970. Effort currently being expended for classification under the C&MU Act will be used to continue follow-up on C&MU Act disposal classification. By the expiration of the C&MU Act, it is anticipated that over 4 million acres will be classified for disposal. These disposal classifications have been made in cooperation with State, County, and city planning authorities who expect continuing action on the part of BLM to follow through.

There is a need for a continuing classification program under other existing classification authorities. This continuing classification process is primarily for disposal. Continuing the public participation element that was given impetus under the C&MU Act is essential. Also the Lands & Minerals inventory work that was going on prior to the C&MU Act must continue.

In addition, there are new requirements resulting from recent legislation and executive orders that add to the lands and minerals workload. New national direction regarding the public lands has been established through such items as the White House Conference on Natural Beauty (1965), the Highway Beautification Act (1966), Water Pollution Control Act, Wild and Scenic Rivers Act and others concerned with upgrading environmental quality. The Federal Flood Control Policy of 1966 and Executive Order 11296, aimed at minimizing flood damages, directed all Federal agencies to evaluate flood hazard potentials in conjunction with the use and disposal of Federal lands.

These laws, executive orders, and national policies together have added new dimensions to the land resource program. Future cases are expected to be more involved, complex and difficult to resolve.

Additional resource protection measures have been adopted regarding lease and permit issuances. In January, 1969, the Department promulgated the new Surface Exploration, Mining and Reclamation of Lands Regulations. These regulations

require BLM to insure adequate surface protection and bonding requirements in all future permits and leases for minerals other than oil and gas. Appropriate stipulations and other requirements are being developed in conjunction with the USGS, but issuance of permits and leases, including bonding, is a BLM land office responsibility.

In Idaho, efforts to settle problems in the Snake River Omitted Lands area will be accelerated as the workload in the Desert Lands Entry Program diminishes.

The land exchange program will be continuing, utilizing lands classified for disposal and best adapted to exchange. Leases and permits will be issued to permit special uses of the public lands including rights-of-way and easements.

Review of land previously withdrawn for specific purposes will continue as a part of the land tenure adjustment program. Restorations are made after determination that the need for withdrawal no longer exists.

Priority attention is given cases involving state grant and lieu selections, mining projects, trespass, and mining and industrial development.

The estimated workload and accomplishments for FY 1970 and FY 1971 are as follows:

<u>Action</u>	<u>Units</u>	<u>FY 1970</u>	<u>FY 1971</u>
1. Land Petitions and Applications.....	Cases	7,600	9,300
2. Mineral Investigations.....	Cases	5,000	9,000
3. Material Sales and Free Use.....	No.	1,150	1,360
4. Contests and Hearings.....	No.	100	120
5. Trespass.....	Cases	320	320

(b) Range Management: FY 1970, \$5,879,000; FY 1971, \$5,879,000; no change.

Plan of Work: The Bureau issues over 25,000 permits and leases annually to graze about 3.9 million cattle and horses and 7.7 million sheep and goats on the public lands in the western States and Alaska plus 23,000 reindeer in Alaska. Livestock use on the public lands varies from 1 to 12 months per year, amounting to between 13 and 14 million annual unit months (AUM's) of annual forage consumption. In many cases, this use represents a vital segment of overall livestock operations and is of critical importance to the economy of numerous western communities. In addition, over 2½ million big game animals and countless small game animals and birds share these range lands with domestic livestock for both food and habitat.

The Bureau's range administration workload includes issuing grazing permits and leases, making transfers and allotment adjustments resulting from base property changes or differences in range use requirements, and maintaining the necessary records of use, ranch ownership, grazing privileges, etc. It also includes mediation of conflicting range uses, investigation of trespass, and answering public inquiries about range management. The Bureau works in cooperation with the advisory board set up in each district.

The basis for this program is the Taylor Act which was passed in 1934 to: (1) stop injury to the public lands by preventing overgrazing and soil deterioration, (2) provide for their orderly use, improvement and development, and (3) stabilize the dependent livestock industry. The BLM Planning System provides the basic guidance for integrating the range management program with other resource uses.

A basic reason for passage of the Taylor Act was rancher concern over the existing poor range conditions and resultant erosion and deterioration of wildlife habitat. However, by 1963 it was estimated that still only 16% of the public rangeland was producing forage anywhere near its potential, and the remaining area continues to decline or stabilize at a very low condition level. The situation is depicted in the following table:

Condition Class -- Thousand Acres and % of Total				
<u>Excellent</u> 1,600 - 1%	<u>Good</u> 24,000 - 15%	<u>Fair</u> 84,800 - 53%	<u>Poor</u> 41,600 - 26%	<u>Bad</u> 8,000 - 5%

Trend -- Thousand Acres and % of Total		
<u>Improving</u> 24,000 - 15%	<u>Static/Indefinite</u> 113,600 - 71%	<u>Declining</u> 22,400 - 14%

As a means of improving range conditions the BLM has embarked on an intensive management program through Allotment Management Plans (AMPs). The allotment plan is oriented to reversing trend in range deterioration affecting watershed, wildlife habitat and livestock forage. Experience strongly shows that proper manipulation of livestock grazing patterns improves plant density and range conditions with corresponding increases in AUM's and meat production. Realization of allotment management plans benefits on the part of BLM allottees has resulted in a backlog of 553 firm requests for cooperative plans by ranchers in ten western States.

Approximately eleven-hundred and thirty-six allotment management plans will be in effect at the end of FY 1969 and 200 are planned for FY 1970. At the no increase level, by the end of FY 1970 these 1,336 allotment management plans will be the maximum number attainable within the manpower available for supervision. An estimate of total program requirements follows:

Number of Plans Through Time

Estimated Total Number of Plans Required.....	10,700
Completed through FY 1969.....	1,136
Estimated Number of Plans Remaining.....	9,564
Planned for FY 1970.....	200
Estimated Number remaining after FY 1970.....	9,364

Number of Acres

Total BLM Acres (outside Alaska).....	175,000,000
Estimated Livestock Grazing Acres.....	160,000,000
Estimated Acres Needing AMP's.....	125,000,000
Average Acres Per AMP.....	11,700

(c) Forestry: FY 1970, \$7,316,000; FY 1971, \$7,316,000; no change.

Plan of Work:

(1) Forest Management Western Oregon: FY 1970, \$4,567,000; FY 1971, \$4,567,000; no change.

The objective is to manage these lands to provide a steady flow of timber in western Oregon which contributes to the economic stability of forest dependent communities. Offerings are maintained on a sustained yield basis to insure

that the resource will be available to meet the wood product needs of future generations.

The following table shows volumes, sales prices and receipts in western Oregon for FY 1967 through FY 1969 and current estimates for FY 1970 and FY 1971. These include O&C, Coos Bay Wagon Road, and western Oregon Public Domain timber volumes and receipts.

FY	BLM Sales		Receipts	
	Volume Sold (Million Board Feet)	Sales Price ^{a/}	BLM	Forest Service
1967	1,353	\$50,880,000	\$39,723,000	\$ 5,925,000
1968	1,347	51,599,000	47,555,000	6,818,000
1969	1,093 ^{b/}	79,447,000	61,268,000	6,724,000
1970*	1,708 ^{b/}	79,200,000	60,100,000	8,000,000
1971*	1,450 ^{c/}	63,000,000	66,100,000	10,000,000

* Volume to be offered and estimated prices and receipts.

^{a/} Receipts vary because payments are made on cutting schedules, not at the time timber is purchased.

^{b/} Because of a rapid decline of timber prices at the end of FY 1969, 189 million board feet was "No Bid" and 69 million board feet was withdrawn. This volume was reoffered and sold in FY 1970.

^{c/} The volume shown for FY 1971 is a continuation of the FY 1970 base volume and is subject to adjustment following re-inventory calculations which are now in progress.

The base volumes for FY 1970 and FY 1971 are distributed by type of sale as follows:

Type of Sale	Volume (Million Board Feet)	
	FY 1970	FY 1971
Regular Sales.....	1,170	1,170
Mortality Salvage and Commercial Thinning Sales.....	280	280
Total.....	1,450	1,450

The volume shown for FY 1971 is a continuation of the FY 1970 base volume and is subject to adjustment following re-inventory calculations which are now in progress.

The sale of 280 million board feet of mortality salvage and commercial thinnings is financed from the Forest Management subactivity of the Oregon and California Grant Lands Appropriation. Volume sales prices and receipts of the salvage and thinning program are included with the regular sales here to provide a complete picture of the western Oregon Forest Management Program.

The following tabulation shows the source of timber sale receipts by type of lands:

<u>FY</u>	<u>O&C Land^{a/}</u>	<u>Coos Bay Wagon Rd. Land</u>	<u>Western Oregon Public Domain</u>	<u>Total</u>
1967	\$43,523,000	\$ 824,000	\$1,302,000	\$45,649,000
1968	51,135,000	1,553,000	1,685,000	54,373,000
1969	64,233,000	1,941,000	1,818,000	67,992,000
1970*	64,000,000	2,000,000	2,100,000	68,100,000
1971*	72,000,000	2,000,000	2,100,000	76,100,000

* Estimated

a/ Includes Forest Service receipts

(2) Forest Management Public Domain: FY 1970 \$2,286,000; FY 1971, \$2,286,000; no change.

Sales totaling 140 million board feet will be concentrated mainly in California, Colorado, Idaho, Montana, eastern Oregon, and Washington, since these states have the best potential for the development of commercial forest lands. In the remaining States, forest management will continue at a protective level, yet one which allows meeting current demand.

Actual FY 1967 through FY 1969 and estimated FY 1970 and FY 1971 volumes, sales prices, and receipts for timber sold from public domain lands are tabulated as follows:

<u>FY</u>	<u>Volume Sold (Million Board Feet)</u>	<u>Sales Price</u>	<u>Receipts</u>
1967	116,325	\$1,711,000	\$1,426,000
1968	122,380	1,996,000	1,793,000
1969	98,000	3,436,000	1,687,000
1970*	140,000	2,200,000	2,500,000
1971*	140,000	2,200,000	2,000,000

* Volume to be offered and estimated prices and receipts.

(3) Forest Development Public Domain: FY 1970, \$463,000; FY 1971, \$463,000; no change.

This program provides for restoration and treatment of denuded commercial forest sites having the highest productive capacity in areas which can utilize the future crop.

Early establishment of trees protects watershed and the land's timber producing capacity. Often, when tree reproduction is not re-established, undesirable brush species invade which provide no economic benefit but do increase fire hazards. The proposed level of financing will permit the reforestation of approximately 3,220 acres, site improvement on 1,020 acres and a 270 acre program of stand improvement.

(d) Soil and Watershed Conservation: FY 1970, \$13,394,000; FY 1971, \$13,407,000; an increase of \$13,000. The increase consists of:

	<u>Increase(+) or Decrease (-)</u>		<u>Total</u>	
	<u>Amount</u>	<u>Position</u>	<u>Program</u>	<u>Explanation</u>
(1)	+\$13,000	--	\$117,000	Employee Compensation Payments

Employee Compensation Payments

Cost Factors Involved in Increase

- (1) Increased amount of required payment to Bureau of Employees Compensation, \$13,000.

Need for Increase: Under the Federal Employees Compensation Act employees or members of their families are compensated for injury or death. The increase is required because of the Labor Department's estimates of raising compensation costs due to higher medical care costs.

Program of Continuing Work: This program provides the capital investment necessary to conserve and develop the soil and water resources for present and future uses to protect public values, help stabilize dependent uses and industries, and assist in meeting regional and national needs for land resource products and services.

The application of land treatment practices (1) stabilize depleted lands and maintain or restore soil productivity capability; (2) enhance on-site resource use values, including fish and wildlife, livestock grazing, timber production, outdoor recreation, industrial development, mineral production, and wilderness preservation, and (3) enhance off-site values, including improved water quality, improved timing and yield of streamflow, renewal of ground water supplies, control of floods and sedimentation, maintenance of estuaries and protection of public health.

This program is based on the premise that the public lands offer considerable possibilities for greater use; that these lands contribute to environmental quality problems primarily through sedimentation damage; and that this program is essential in the protection, management or improvement of the environment of the public lands.

CONSERVATION ACCOMPLISHMENTS AND NEEDS OF LANDS UNDER JURISDICTION
of the
BUREAU OF LAND MANAGEMENT

Practice	Units	Inventory of Total Needs <u>1</u> /	Accomplish- ments <u>2</u> / 1937 - 1969	Planned 1970	Planned 1971	Remaining Work
Water Control Structures.....	Cu. Yds.	242,602,300	28,199,900	854,000	616,500	212,931,300
Other Conservation Practices <u>3</u> /.....	Acres	19,125,900	3,034,800	10,100	14,500	16,066,500
Protective Fencing.....	Miles	121,900	63,825	1,820	1,320	54,935
Undesirable Plant Control.....	Acres	16,498,800	2,325,600	134,700	109,300	13,929,200
Revegetation.....	Acres	14,798,000	3,442,300	133,400	109,300	11,113,000
Water Developments.....	Number	85,200	41,280	1,130	900	41,890

1/ Inventory of total needs was completed by the Bureau during 1964 and reflected the total needs of the public lands as then identified. The inventory amounts include those listed under "Accomplishments."

2/ Includes all sources; Soil & Watershed, Range Improvements, Fire Rehabilitation, PL 566, and Private.

3/ Includes contour trenches, pitting, furrowing, waterspreading, dune control, and deep tillage.

The plan of work on special projects is essentially similar to the FY 1970 plan with work continuing as listed below:

Special Project	State	Soil and Watershed Conservation Funds FY 1971
Rio Puerco	New Mexico	\$ 556,000
Little Beaver	North Dakota	45,000
Makotapi	South Dakota	64,000
Vale	Oregon	1,159,000
Owyhee	Idaho	336,000
Big Horn Basin	Wyoming	376,000
Beowawe <u>1/</u>	Nevada	308,000
Total		\$2,844,000

1/ Field work is now underway to identify a shift in work from the Beowawe Project in FY 1971 to other critical high priority watersheds in the northern Nevada area.

The Bureau's PL 566 (Watershed and Flood Prevention Act) program for FY 1971 will be continued at the FY 1970 level of \$150,000. This program coordinates public land programs with the plans and treatment measures being conducted by other agencies under this Act.

(e) Fire Protection: FY 1970, \$4,537,000; FY 1971, \$4,657,000; an increase of \$120,000. This increase consists of:

	<u>Increase(+) or Decrease(-)</u>	<u>Total</u>	<u>Total</u>	<u>Explanation</u>	
	<u>Amount</u>	<u>Position</u>	<u>Program</u>	<u>Positions</u>	
(1)	+\$120,000	-0-	\$724,000	21	For operating and equipping new facilities at Boise Interagency Fire Center (BIFC).

Operation and Equipment for Facilities at BIFC

Cost Factors Involved in Increase

- (1) Cost of supplying heat, power, telephone service, water, sewage disposal and other utilities to BIFC facilities operational for full year FY 1971 and cost of providing furnishings and equipment necessary to use new facilities.

Need for Increase: When the new facilities at BIFC scheduled for FY 1970 construction become operational, it will be necessary to operate the physical plant and its equipment, and to provide heat, power, telephone service, water, sewage disposal, and other utilities for the Fire Center for a full year in FY 1971. Furthermore, during FY 1971, it is anticipated that the smokejumpers training facilities, part of the ramp and taxiway, and shops will be constructed and ready for use. Increases are also required to purchase furnishings and equipment required to operate the new facilities.

Plan of Work: The principal goal of protection is to prevent fires and to maintain the capability to control fires as rapidly as possible if they do start. Early detection and effective initial attack with adequate equipment and well-trained and sufficient manpower, including smokejumpers, are the best means of keeping fires and fire damages small.

Toward this end, the Bureau is developing an active program to provide a cadre of professionally trained personnel, an improved communication system and radio network, better fire control training, the beginning of a modernized fire equipment pool, and a limited air operations program.

Fire protection activities have suffered from poor equipment, lack of manpower, and shortage of supplies. In serious fire years, other programs have been hampered seriously due to the necessity of using personnel from these other programs as fire control overhead.

To correct these deficiencies, the Bureau is completing a formal fire plan to identify the protection requirements for all resource programs. It considers fuel classes, weather factors, rate of spread, and risk in relation to value classes of the resources. When equipment, manpower, and other facilities are limited, it assists in establishing priorities for both initial attack and follow up suppression.

In Alaska, the Bureau of Land Management is the center of fire protection for all Interior agencies.

The Boise Interagency Fire Center, a specialized joint service unit of BLM, USFS, and Weather Bureau trains and arranges backup suppression support in the form of manpower, fire control overhead, equipment, etc., to the Bureau, other Interior agencies, to the U. S. Forest Service, and to certain State Governments on a reimburseable contract basis.

(f) Recreation and Wildlife: FY 1970, \$2,994,000; FY 1971, \$3,182,000; an increase of \$188,000. This increase consists of:

	<u>Increase(+) or Decrease(-)</u> <u>Amount</u>	<u>Position</u>	<u>Total</u> <u>Program</u>	<u>Total</u> <u>Positions</u>	<u>Explanation</u>
(1)	\$188,000	+7	\$343,000	17	Recreation planning of Lower Colorado River and California Desert.

Recreation Planning

Cost Factors Involved in Increase

- (1) 7 positions at an average annual cost of \$11,200, \$78,000; travel and transportation of persons for field study and investigation at average annual cost of \$2,000, \$14,000; supplies, material and equipment, training costs, \$5,000; contractual cost of conducting use surveys, mapping and inventories, \$91,000.

(1) Recreation Planning

Need for Increase: Recreation use of the public lands in the western United States increases annually, at a rate that far exceeds population growth. With outdoor recreation demand linked directly to population, leisure time, mobility and personal income, the role of the public lands in meeting these demands in the western United States has increased in importance.

Unplanned and uncontrolled use of the public lands can be highly detrimental to natural and historical features. Fires, litter, uncontrolled use of motor vehicles, water pollution, vandalism, and the innocent and wanton taking of artifacts are detracting from the very pleasures which the recreationist seeks. Comprehensive recreation planning is a pre-requisite to achieving a balanced recreation program which will permit maximum realization of public land potential in satisfying increasing demands for outdoor recreation while minimizing their destructive influences.

Plan for Increase: Initially this program will involve those regions in the Western United States which face critical demand pressures and contain unique and endangered public values. The increase will be used to conduct studies, inventories and analyses in the high-use California Desert complex, and along the Lower Colorado River. The Lower Colorado River attracts over 4,000,000 visitor days on a year-round basis. This visitation, heavily influenced by the population centers of Southern California and Phoenix, Arizona, exceeds the rate of many, if not most, of the National Parks in the entire United States. The California Desert, located at the edge of the largest metropolitan center in the west, is within a few hours reach of 11 million people. It now logs about 5 million visitor days which is expected to reach 50 million by the turn of the century.

In this program, archeological and historical sites will be studied and plans developed to minimize vandalism and pilferage. A detailed analysis of 15 high-use recreation areas in the California Desert covering 2.5 million acres and a recreation inventory of facilities along the Lower Colorado River will be made. Additionally, studies will be conducted in the two areas to determine public-use patterns, preferences, origin, areas of concentration, and seasonal-use variations. Surveys to provide accurate up-to-day topographic information will be made along the Lower Colorado to provide the basis for future site analysis and development.

In addition, better control and review of concessioners' activities along the Lower Colorado will be established.

Program of Continuing Work

Recreation Management: This program includes recreation site inventory and investigation, access need determination, interpretive work, and program direction.

Recreational use of the public lands is expected to be about 37 million recreation visitor days in FY 1971. This use, together with hunting and fishing, is expected to expand to nearly 50 million visitor days by FY 1975 as indicated on the Recreation Visitor Day Use graph which appears on the next page.

Detailed preliminary site investigation preceeding construction design is needed to ensure local cooperation and to solve access problems, land tenure conflicts, mining claims, water scarcity, or possible resource use conflicts which might interfere with future site development work.

Pressures for recreational use of BLM lands will increase as population increases while other outdoor recreation opportunities are lost to urban expansion. There is a growing segment of the western economy which is increasingly dependent on outdoor recreation opportunities. The recreationist and the local businessman are beginning to voice needs for more public land recreational opportunities. For these reasons, BLM participation in programs which support recreation and wildlife are expected to increase.

Wildlife Habitat Management and Development: This program which deals primarily with wildlife and fish habitat is conducted in cooperation with State Fish and Game Departments and sportsmen's groups. It includes studies, plans, and operation of habitat area development.

Wildlife habitat development provides increased food, water, and cover to aid animal production and survival. Most habitat may be improved by spring development, protective fencing, and browse seeding and brush manipulation, which encourage the growth of adequate food and cover. Water guzzlers are fabricated to catch and store rainfall for wildlife use.

Fish habitat development includes stream clearance to assist anadromous fish migration, stream bank stabilization and channel structures to provide essential spawning and rearing habitat.

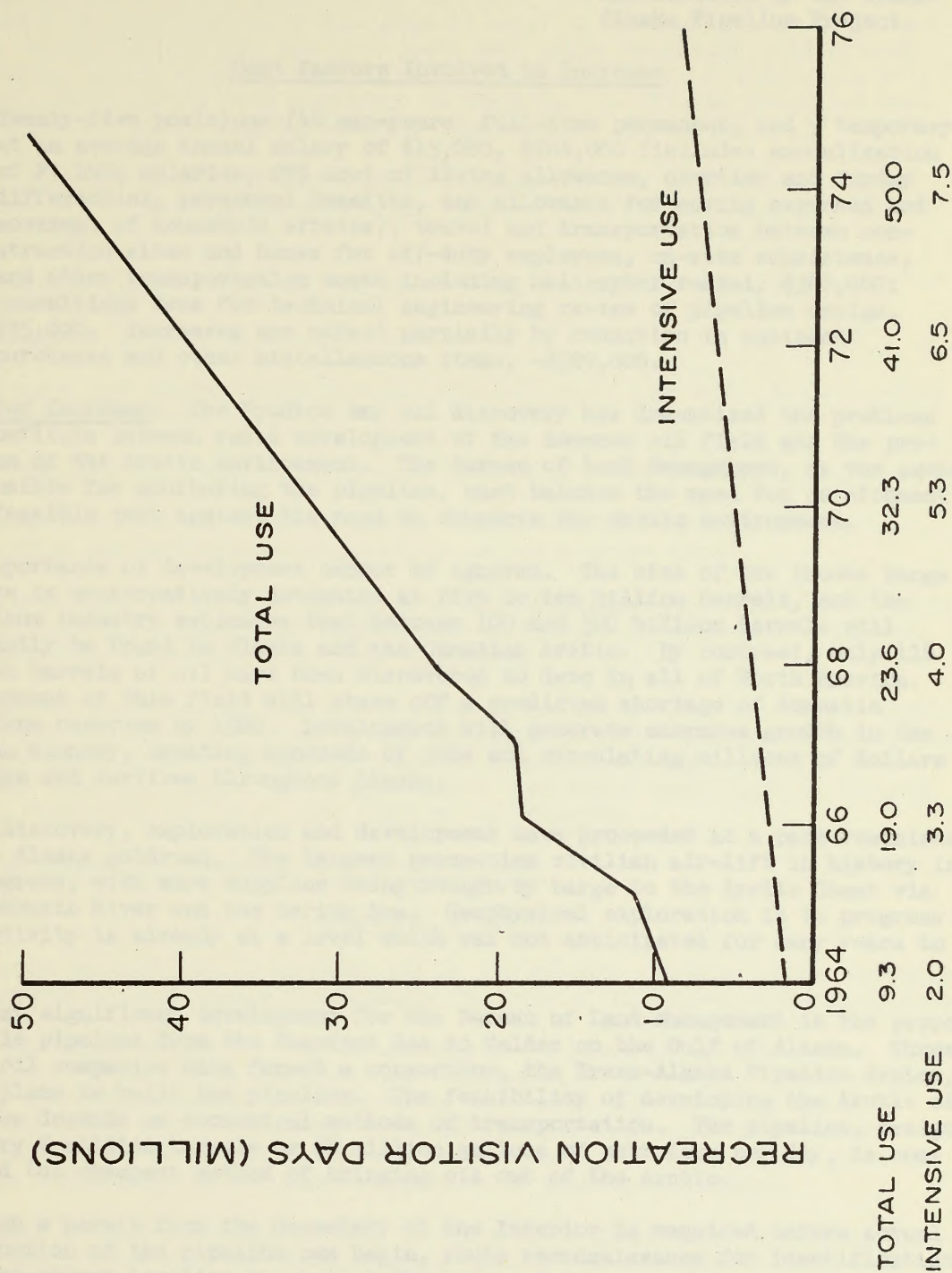
The Bureau is concentrating on identifying key wildlife areas, their condition, and their development needs. Bureau-administered lands now support 2.5 million big game animals during part or all of the year, millions of small game animals, waterfowl, and upland game birds, and 59 rare and endangered species.

The Public Domain habitat plays an increasingly significant role in the tourist industry in the Western United States. Many small western communities depend heavily on Public Domain hunting and fishing as a substantial part of their economic base. Hunting and fishing on the Public Domain currently exceed 10 million days and are expected to reach 25 million days by 1980, an increase of 250%. This increase, which is greater than the 3% annual population increase in the West as a whole, is due in part to the hunter saturation of state and other Federal lands and the increasing costs associated with access and hunting rights on private property.

(g) Alaska Pipeline Inspection: Fy 1970, \$1,250,000; FY 1971, \$2,000,000; an increase of \$750,000. This increase consists of:

<u>Increase(+)</u> or <u>Decrease(-)</u> <u>Amount</u>	<u>Position</u>	<u>Total</u> <u>Program</u>	<u>Total</u> <u>Positions</u>	<u>Explanation</u>
+\$750,000	+25	\$2,000,000	70	Provides for inspection, surveillance, and other work

RECREATION VISITOR DAYS OF USE — PUBLIC DOMAIN



Graphs based upon recreation visitor day use statistics through 1968 and straight line future projections.

Explanation

necessitated by the Trans-Alaska Pipeline Project.

Cost Factors Involved in Increase

- (1) Twenty-five positions (44 man-years full-time permanent, and 9 temporary) at an average annual salary of \$13,280, \$704,000 (includes annualization of FY 1970 salaries, 25% cost of living allowance, overtime and Sunday differential, personnel benefits, and allowance for moving expenses and movement of household effects); travel and transportation between construction sites and homes for off-duty employees, on-site subsistence, and other transportation costs including helicopter rental, \$340,000; consultants fees for technical engineering review of pipeline design, \$35,000. Increases are offset partially by reduction in equipment purchases and other miscellaneous items, -\$329,000.

Need for Increase: The Prudhoe Bay oil discovery has dramatized the problems and conflicts between rapid development of the immense oil field and the protection of the Arctic environment. The Bureau of Land Management, as the agency responsible for monitoring the pipeline, must balance the need for development at a feasible cost against the need to conserve the Arctic environment.

The importance of development cannot be ignored. The size of the Brooks Range reserve is conservatively estimated at five to ten billion barrels, and the petroleum industry estimates that between 100 and 300 billion barrels will eventually be found in Alaska and the Canadian Arctic. By contrast, only 118 billion barrels of oil have been discovered to date in all of North America. Development of this field will stave off a predicted shortage of domestic petroleum reserves by 1980. Development will generate enormous growth in the Alaskan economy, creating hundreds of jobs and circulating millions of dollars in wages and services throughout Alaska.

Since discovery, exploration and development have proceeded at a pace reminiscent of the Alaska goldrush. The largest peace-time civilian air-lift in history is in progress, with more supplies being brought by barge to the Arctic Coast via the McKenzie River and the Bering Sea. Geophysical exploration is in progress and activity is already at a level which was not anticipated for many years to come.

The most significant development for the Bureau of Land Management is the proposed 800-mile pipeline from the Beaufort Sea to Valdez on the Gulf of Alaska. Three major oil companies have formed a consortium, the Trans-Alaska Pipeline System, which plans to build the pipeline. The feasibility of developing the Arctic oil reserves depends on economical methods of transportation. The pipeline, designed to carry 2 million barrels or 84 million gallons of petroleum per day, is considered the cheapest method of bringing oil out of the Arctic.

Although a permit from the Secretary of the Interior is required before actual construction of the pipeline can begin, route reconnaissance for identification of right-of-way location has been initiated, and design work based on the route selection is under way. In expectation of permit issuance, TAPS has already assembled its personnel and ordered the steel for the pipeline.

The Bureau is responsible for the issuance of the right-of-way permit, the final alignment of the pipeline, supervision of construction, sale of common construction materials, and monitoring of the line and service roads including enforcement of stipulations as well as the over-all coordination of participating Federal agencies. It is estimated that there will be at least 8 prime contractors, 15 crew locations, 5 to 12 pumping station sites, and several new towns to accommodate approximately 3,000 workers and their families.

Supervision of the pipeline construction and its attendant activity are complicated by the uniqueness of the undertaking and by the Arctic environment itself. The engineering problems presented by the cold, the land's geologic structure, the length of the pipe, are a challenge to existing technology. However, the Bureau intends to see that the developers meet these challenges with minimum destruction of the tundra. Every effort to protect this last wilderness will be made. Based on the best available information, the program presented here is designed to insure this protection. Specifically the Bureau will:

- (1) Conduct pre-construction review of the construction and operation plans and standards (including transportation routes, facility sites, gravel and timber needs).
- (2) Evaluate impact upon land and water resources and the environment.
- (3) Establish guidelines and stipulations.
- (4) Inspect and monitor stipulations, plus requiring post construction effect studies, if necessary.
- (5) Coordinate the resource protection efforts of other Interior agencies.
- (6) Cooperate with the State of Alaska in its work to establish and enforce construction and maintenance stipulations on State-owned lands.

To properly plan and enforce the stipulations associated with the construction of this pipeline, highway, and appurtenant facilities 25 additional permanent personnel will be recruited for duty in Alaska.

The problems presented by this project are unique and greater than those involved in any land use application previously presented to this Department. Accordingly, the Department plans to assess the pipeline right-of-way applicant for cost connected with this work. It is anticipated that funds authorized by Congress will be reimbursed to the General Fund of the Treasury.

Resource Management, Conservation and Protection

Status of Program

This budget activity which includes all of the primary elements of the multiple-use approach to land management finances the core of the Bureau's field program.

The public lands managed by the Bureau consist of about 175 million acres in the western United States and about 278 million acres in Alaska. Most of this area in the western States is required to meet expanding needs for water, recreation, open space, wildlife, livestock, timber, and mineral products. The impact which the public lands have on the quality of the Nation's environment and the welfare of its people continues to grow in importance.

The Bureau is continuing its efforts to transfer to non-Federal ownership those public lands which can best meet pressing demands for community growth, and other private needs commensurate with sound land use. In FY 1971, the Bureau may transfer as much as 5 million acres to States, local governments, and private individuals. A major portion of this acreage is in the State of Alaska and the actual accomplishment is, among other things, dependent on the status of public land order freeze pending settlement of Alaskan native claims. Improvement in the case handling ability of the Bureau will help reduce backlog cases and will streamline future case processing.

The management of sub-surface resources is integrated with the management of surface resources. The public domain includes the largest portion of the richest domestic oil shale bearing lands in the Nation and contain a variety of

other fuels and mineral sources which are vital to the needs of the public.

Allocation of available forage between competing applicants and wildlife has been determined by range adjudication. The next step of range management involves conducting resource studies and preparing and implementing allotment management plans in cooperation with range users. These plans benefit both the range user and the general public by protecting the range and watershed resources to meet livestock, wildlife, and human uses for the present and in the future.

The public lands administered by the Bureau comprise a major portion of the watersheds of the West and vary widely in type, in condition and in the quantity and quality of water produced. During 1964, the Bureau developed a 25-year inventory of needs for soil and watershed conservation, requiring an estimated total investment of \$840 million for capital improvements, watershed management, and maintenance of improvements.

High quality water in optimum quantity is the key to sustaining economic growth of the western States. Deteriorating soil conditions on large areas of the public lands are detrimental to the supply of usable water and to the productive capability of the soil resource. The results are flash runoff, low usable water yield and high sediment and salinity yields. In order to improve water quality and quantity and to hold productive soil in place, efforts will be concentrated on priority watersheds to arrest soil movement and site deterioration.

There are 4 million acres of commercial forests on public lands, excluding Alaska, contributing to the lumber demands of the nation and providing an important economic base for many western communities. These lands, together with millions of acres of woodland, provide public recreation opportunities and are essential to the stabilization of soil, regulation of streamflow and provision of wildlife habitat.

In western Oregon during FY 1970, 1.45 billion board feet of timber will be offered for sale including 280 million board feet of commercial thinnings and salvage. FY 1970 receipts from the sale of timber are anticipated to be \$68 million. FY 1971 timber volume will be based upon new inventory calculations which are currently in progress and will reflect that level necessary to insure a sustained yield of timber flow.

Offerings of timber sales on the public domain continue at the sustained yield allowable cut level in those states where the demand will support such offerings. In other public domain areas, the forests and woodlands are managed for their important contribution to watershed stabilization, wildlife benefits, and recreational opportunities.

The public lands and their resources can contribute their potential values to the Nation only if they are adequately protected from the major hazard of wildfires and disease.

The Bureau fire center at Boise, Idaho, continues to be a primary instrument in the efforts to fight fires. The fire center organizes, houses, feeds, and equips fire suppression crews not only for the Bureau but also for other Federal agencies and the adjoining States.

The Bureau also undertakes a fire prevention and a presuppression program to inform the public about fire dangers, to keep public attention focused on the need for fire prevention, and to take action to lessen fire dangers by constructing firebreaks, removing fire hazards, maintaining fire patrols and lookouts, operating a radio communications system, and organizing and training a fire fighting force.

People from all over the Nation are using the public domain in increasing numbers for camping, hunting, fishing, picnicking, and other recreation. This

use is not only important to the public land visitor but also contributes to the economic stability of communities which depend heavily upon services to the recreationist.

In FY 1964, the total recreational use of the public lands amounted to 9.3 million recreation visitor days. In FY 1975, the total is estimated to approach 50.0 million recreation visitor days, more than a fivefold increase in a span of a decade.

Present recreation use of the public lands far exceeds the capacity of the facilities which have been constructed. The over-use causes extensive damage to the resources, water pollution, littering, and a rising danger from man-caused fires. The Bureau will continue its efforts to plan for and handle the increasing recreational pressures.

The public lands represent the largest single ownership available for the management of game animal habitat. It is also the home for a number of rare and endangered species threatened with extinction. In addition, there are more than 10,000 miles of streams and over $8\frac{1}{2}$ million acres in lakes and reservoirs which are important to both recreational and commercial fisheries. Efforts are in progress to adequately plan for the habitat management and development. Enhancement critical habitat areas will also continue. Coordination between the Bureau and State wildlife agencies is maintained to better accomplish wildlife production and protection goals.

In FY 1971, the Trans-Alaska Pipeline is expected to be under full construction. Supervision of the work, coordinating other Federal Agencies, and the administration of the permit stipulations governing pipeline construction will constitute a major Bureau activity for the protection of the Alaskan Arctic.

Together, all of the separate types of activities underway on the public lands form the foundation of the multiple-use concept. These activities are combined into a program which strives for balanced efforts of management, conservation, and protection to achieve the optimum benefit from the public lands resources for the present and the future.

Recreation use of public lands	9.3 million
Wildlife management	8.5 million
Conservation	1.5 million
Trans-Alaska Pipeline	16.5 million
Survey	0.2 million
To be surveyed	35.8 million
Total	50.8 million

Special surveys are conducted to provide for title transfer under the public land laws including native land claims and native allotments. At the present time, at least 50% of the Alaska National Survey funds are devoted to State selection work, with the remainder divided among the other actions. In FY 1970, 1,475,000 acres were surveyed for survey, most all of which is related to State selection. FY 1971 accomplishments are projected at 1,281,000 acres. These accomplishments will leave about 250 million acres of public land in Alaska still unsurveyed.

(b) Other States FY 1970, \$1,579,000; FY 1971, \$1,579,000; no change.

Program of Boundary Surveys The FY 1971 National Survey program will continue the Bureau's responsibility for selected survey, resurvey and special surveys to support management of the Federal resources on public lands and to identify Federal land boundaries for other agencies. Emphasis will be placed on Federal land boundary locations where boundary is uncertain.

3. CADASTRAL SURVEY

Analysis by Subactivity

Subactivity	FY 1969 Amount Available	FY 1970 Amount Available	FY 1971 Estimate	Increase (+) or Decrease (-) 1970 compared with 1969
(a) Alaska.....	\$2,025,816	\$2,124,000	\$2,124,000	---
(b) Other States.....	3,298,578	3,579,000	3,579,000	---
Total.....	\$5,324,394	\$5,703,000	\$5,703,000	---

(a) Alaska: FY 1970, \$2,124,000; FY 1971, \$2,124,000; no change.

Program of Continuing Work: Alaska - The Alaska Statehood Act granted the new State over 104 million acres of selection rights. When the state identifies an area for selection and field survey has been completed, tentative approval can be granted and the State can take over some management functions of the lands. State-selected lands, however, can only be patented to the State after they have been surveyed by BIM and the approved survey filed in the Land Office. The difficulties of terrain, particularly when smaller, more rugged parcels are selected, increase the time and cost of surveying, even with the use of more efficient survey methods such as the Hoversight system developed by the Bureau.

Of the 104 million acres to be selected, 25.6 million acres have been chosen. The State is expected to select about one million acres annually. The status of the program as of June 30, 1969 is as follows:

Acres to be selected.....	104 million
Acres selected to date.....	25.6 million
Annual expected rate of selection.....	1 million

The current status of the state selections and supporting surveys:

Acres patented (survey plats compiled and approved)	5.5 million
Pending completion of patent action.....	8.6 million
Survey plats completed and approved.....(1.8 million)	
Platted; survey plats pending final approval.....(6.8 million)	
Field surveys completed, preparation of survey plats in progress.....	0.9 million
To be surveyed.....	<u>10.6 million</u>
Total acres selected.....	25.6 million

Special surveys are conducted to provide for title transfer under the public land laws including native townsites and native allotments. At the present time, at least 65% of the Alaska cadastral survey funds are devoted to State selection work, with the remainder divided among the above duties. In FY 1970, 1,279,000 acres are scheduled for survey, almost all of which is related to state selection. FY 1971 accomplishments are programmed at 1,500,000 acres. These accomplishments will leave about 350 million acres of public land in Alaska still unsurveyed.

(b) Other States: FY 1970, \$3,579,000; FY 1971, \$3,579,000; no change.

Program of Continuing Work: The FY 1971 Cadastral Survey program will continue the Bureau's responsibility for original survey, resurveys and special surveys to support management of the natural resources on public lands and to identify Federal land boundaries for other agencies. Emphasis will be placed on Federal land boundary location where trespass is occurring.

In the eleven western States the Federal Government owns a large amount of land designated by law for continued Federal management and public use. In this ownership there are 235 million acres of surveyed land of which 180 million acres were surveyed prior to 1910. Much of the pre-1910 surveyed area needs resurvey to restore lost or obliterated corner monuments. One-hundred-eleven million acres remain unsurveyed. The high intensity management of lands and resources by Governmental agencies today requires careful identification of lands. Priority surveys often involve large values as in the case of timber sales and mineral leasing. These factors contribute to the growing need for resurveys and as much as 60% of the total survey effort is directed toward re-survey work.

The program also must accommodate the growing need for oil and gas leasing maps for the Outer Continental Shelf.

of land and include request of \$4,000,000 in supplemental funds, proposed for separate transmittal.

(4) Fire Fighting: FY 1970, \$500,000; FY 1971, \$600,000; no change. The amount requested reflects the continuation of the practice of requesting a seasonal appropriation to be followed later with a supplemental request to cover the actual cost of fire suppression.

Plan of Work: Funds will be used for emergency suppression and suppression of fires starting up or threatening the public land except those fires protected under contract with State agencies or other Federal agencies. Contract protection is funded by the Protective Association. The Bureau cooperates closely with such agencies in its effort to reduce losses from fires.

Improved fire fighting techniques, equipment and materials are constantly being studied. The national fire danger rating system, air-borne detection fire reconnaissance and the use of helicopters and aircraft are among the methods used to improve fire fighting effectiveness.

Regular salaries of personnel employed on an emergency basis during the regular duty hours for fire suppression are not included in this estimate, since these salaries are already included in other activities providing for program work.

Losses experienced due to the worst season on record during the spring and summer of 1964, resulting in fire destruction of about \$57 million as of the end of December. Revised estimate for FY 1970 fire suppression is \$25 million.

(5) Fire Rehabilitation: FY 1970, \$800,000; FY 1971, \$800,000; no change.

Plan of Work: Under this activity, the Bureau conducts emergency rehabilitation work in areas burned by surface fires and volcanic losses. Without adequate and timely rehabilitation after wildfires, the exposed soil is vulnerable to accelerated erosion, stream siltation and gulches with fire debris, watersheds are seriously damaged and water retention and production may be permanently impaired. Prompt protection of the soil surface, through re-establishment of or vegetal cover, maintains the productivity of the lands, and restores the benefits of sustainable vegetation.

The requested program level should provide an adequate program for a typical fire year, however, if more extensive damage occurs in a critical fire year the work will require supplemental funds.

4. FIREFIGHTING AND REHABILITATION

Analysis by Subactivity				
Subactivity	FY 1969 Amount Available	FY 1970 Amount Available	FY 1971 Estimate	Increase (+) or Decrease (-) 1971 compared with 1970
(a) Firefighting.....	\$11,260,000	\$ 400,000	\$ 400,000	\$ ---
(b) Rehabilitation...	343,726	600,000	600,000	---
Total.....	\$11,603,726	\$1,000,000 ^{a/}	\$1,000,000	---

^{a/} Does not include request of \$24,000,000 in supplemental funds proposed for separate transmittal.

(a) Fire Fighting: FY 1970, \$400,000; FY 1971, \$400,000; no change. The amount requested reflects the continuation of the practice of requesting a minimum appropriation to be followed later with a supplemental request to cover the actual cost of fire suppression.

Plan of Work: Funds will be used for emergency presuppression and suppression of fires starting on or threatening the public land except those lands protected under contract with State agencies or other Federal agencies. Contract protection is funded by the Protection Subactivity. The Bureau cooperates closely with other agencies in its effort to reduce losses from fires.

Improved fire fighting techniques, equipment and materials are constantly being adopted. The national fire danger rating system, air-drop chemical fire retardants and the use of smokejumpers and aircraft are among the measures used to increase fire fighting effectiveness.

Regular salaries of permanent employees used on an emergency basis during the regular duty hours for fire suppression are not included in this estimate, since these salaries are already budgeted in other activities providing for program work.

Alaska experienced one of the worst seasons on record during the spring and summer of 1969, resulting in fire obligations of about \$27 million as of the end of December. Current estimate for FY 1970 fire suppression is \$29 million.

(b) Fire Rehabilitation: FY 1970, \$600,000; FY 1971, \$600,000; no change.

Program of Work: Under this subactivity, the Bureau conducts emergency rehabilitation work in burned areas to reduce resource and economic losses. Without adequate and timely rehabilitation after wildfires, the exposed soil is vulnerable to accelerated erosion, streams become silted and polluted with fire debris, watersheds are seriously damaged and water retention and production may be permanently impaired. Prompt protection of the soil mantle, through re-establishment of of vegetal cover, maintains the productivity of the lands, and retards the invasion of undesirable vegetation.

The requested program level should provide an adequate program for a typical fire year; however, if more extensive damage occurs in a critical fire year the work will require supplemental funds.

5. GENERAL ADMINISTRATION

Activity	FY 1969 Amount Available	FY 1970 Amount Available	FY 1971 Estimate	Increase (+) or Decrease (-) 1971 compared with 1970
General Administration	\$2,124,917	\$2,268,000	\$2,349,000	+\$ 81,000

General Administration: FY 1970, \$2,268,000; FY 1971, \$2,349,000 an increase of \$81,000. The increase consists of:

	<u>Increase(+) or Decrease(-) Amount</u>	<u>Positions</u>	<u>Total Program</u>	<u>Total Positions</u>	<u>Explanation</u>
(1)	\$81,000	+7	\$2,349,000	188	To handle increased general administration workload associated with increased program activity.

Cost Factors Involved in Increase

- (1) Seven permanent positions at an average annual rate of \$8,250, \$58,000; Additional automatic data processing costs, \$20,000; Additional administrative supplies and equipment, \$3,000.

Need for Increase: To provide professional administrative support services to all programs of the Bureau. These services include executive direction, financial management, personnel management, management analysis, and procurement and property management. To provide these services efficiently, they are consolidated at two field locations. Additionally, effective use is made of automated systems as the primary means of doing repetitious work such as payrolling and reporting.

Program of Work: The general administration activity includes the executive direction and administrative support functions consisting of financial management, personnel management, management analysis, procurement and property management.

Heavy emphasis is placed upon the use of automated systems to accomplish repetitious and routine support work such as payrolling, maintaining ledgers and accounts, preparing monthly management reports and maintaining current information on the progress of work programs and the status of operating budgets, and to provide management with necessary administrative support services. The objective is to provide adequate professional general administrative support to all bureau programs. Appropriations which receive common services from general administration will continue to be charged at the rate of five percent to the benefiting activity.

Personnel Summary

	1969 Actual	1970 Estimate	1971 Estimate
Total number of permanent positions....	3,199	3,227	3,300
Full-time equivalent of other positions	1,294	715	710
Average number of all employees.....	4,298	3,759	3,792
Average GS grade.....	8.7	8.7	8.7
Average GS salary.....	\$9,740	\$10,780	\$10,780
Average salary of ungraded positions...	\$7,645	\$ 8,256	\$ 8,256

Ungraded salaries transferred to other accounts.....	\$1,253,000	\$1,000,000	\$1,000,000
Transferred from other accounts.....	\$211,000	---	---
Pay Cost Supplement.....	---	\$1,500,000	\$1,500,000

Appropriation.....	\$1,254,000	\$2,503,000	\$1,500,000	\$1,500,000
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Collection of Charges				
11.0 Services contract.....	\$5,700,000	\$5,700,000	\$5,700,000	+1,575,000
12.1 Personnel benefits:				
Civilian employees	1,000,000	1,000,000	1,000,000	+ 211,000
12.2 Travel and transport:				
Portion of purchase	1,000,000	1,000,000	1,000,000	+ 211,000
12.3 Transportation of:				
Goods.....	2,500,000	2,400,000	2,300,000	- 100,000
12.4 Other transportation:				
Travel and utilities	1,000,000	1,000,000	1,000,000	+ 211,000
12.5 Printing and reproduction.....	300,000	300,000	300,000	---
13.0 Other services.....	5,100,000	5,100,000	5,100,000	+ 120,000
14.0 Supplies and materials:				
Water (air).....	1,000,000	1,000,000	1,000,000	+ 100,000
14.2 Miscellaneous.....	1,100,000	1,100,000	1,100,000	+ 200,000
14.3 Fuel and other:				
Fuel.....	10,000	---	---	---
14.4 Insurance claims and indemnities.....	10,000	---	---	---
15.0 General.....	\$5,000,000	\$5,000,000	\$5,000,000	+1,713,000
16.0 Services and other miscellaneous charges.....	50,000	50,000	50,000	+ 1,000
Total charges.....	\$2,503,000	\$7,803,000	\$5,900,000	+1,713,000

ITEMIZATION OF ESTIMATE

Management of Lands and Resources

	Actual 1969	Estimate 1970	Estimate 1971	Increase (+) Decrease (-)
<u>Program and Financing:</u>				
Total obligations.....	\$62,599,503	\$57,228,000	\$58,940,000	\$+1,712,000
Unobligated balance lapsing.....	421,254	---	---	---
Unobligated balance transferred to other accounts.....	---	---	---	---
Transferred to other accounts.....	84,243	93,000	---	- 93,000
Transferred from other accounts.....	-141,000	---	---	---
Pay Cost Supplemental.	---	- 3,498,000	---	+3,498,000
Appropriation.....	62,964,000	53,823,000	58,940,000	+5,117,000
<u>Obligation by Objects:</u>				
11.0 Personnel compen- sation.....	38,354,000	36,709,000	38,283,000	+1,574,000
12.1 Personnel benefits: Civilian employees	3,064,000	3,090,000	3,301,000	+ 211,000
21.0 Travel and trans- portation of persons	3,077,000	3,448,000	3,926,000	+ 478,000
22.0 Transportation of things.....	2,813,000	1,423,000	1,368,000	- 55,000
23.0 Rent, communica- tions, and utilities	1,824,000	1,052,000	1,100,000	+ 48,000
24.0 Printing and repro- duction.....	386,000	330,000	330,000	---
25.0 Other services.....	6,120,503	6,639,000	6,510,000	- 129,000
26.0 Supplies and materials.....	5,607,000	2,948,000	3,055,000	+ 107,000
31.0 Equipment.....	1,356,000	1,649,000	1,128,000	- 521,000
32.0 Lands and struc- tures.....	10,000	---	---	---
42.0 Insurance claims and indemnities....	42,000	---	---	---
Subtotal.....	62,653,503	57,288,000	59,001,000	+1,713,000
95.0 Quarters and sub- sistence charges...	- 54,000	- 60,000	- 61,000	- 1,000
Total Obligations.....	62,599,503	57,228,000	58,940,000	+1,712,000

CONSTRUCTION
& MAINTENANCE

CONSTRUCTION AND MAINTENANCE

Appropriation, 1970.....	\$2,899,000
Unobligated balance from prior years.....	<u>196,455</u>
Total available for obligation.....	\$3,095,455

Decreases:

Construction of buildings and recreation facilities....	\$1,181,057	
Maintenance of buildings, recreation facilities and roads.....	<u>1,914,398</u>	<u>\$3,095,455</u>
Subtotal.....		---

Increases:

Construction of buildings and recreation facilities....	1,015,455	
Maintenance of buildings and recreation facilities and access roads.....	<u>2,275,000</u>	
Total available for obligation.....		\$3,290,455
Less: Unobligated balance from prior years.....		75,455
Budget Estimate, 1971.....		\$3,215,000

Analysis by Activities

Activity	Fiscal Year 1971			Budget Estimate	Total Available 1971 compared to total available 1970	Page ref.
	Amount Available 1970	Estimated Total Available	Unobligated Balance from 1970			
1. Construction	\$1,181,057	\$1,015,455	-\$75,455	\$ 940,000	-\$165,602	39
2. Maintenance	<u>1,914,398</u>	<u>2,275,000</u>	---	<u>2,275,000</u>	<u>+360,602</u>	<u>42</u>
Total.....	<u>\$3,095,455</u>	<u>\$3,290,455</u>	<u>-\$75,455</u>	<u>\$3,215,000</u>	<u>+\$195,000</u>	

1. Construction: FY 1970, \$1,030,000; FY 1971, \$940,000; \$90,000 decrease from the FY 1970 appropriation, exclusive of carryover funds. This program provides for the construction of (a) buildings and (b) recreation facilities.

(a) Buildings: FY 1970, \$930,000; FY 1971, \$300,000, a decrease of \$630,000 from FY 1970 availability, exclusive of carryover funds.

The FY 1971 buildings construction program consists of partial completion of the fourth construction phase of the Boise Interagency Fire Center project at Boise, Idaho, \$300,000. The Boise Interagency Fire Center (BIFC) was initiated in FY 1967 as a necessary facility in the effort to more efficiently combat range and forest fires in the western states and Alaska. Through the facilities at BIFC, the Bureau can organize, house, feed, and equip fire suppression crews for fire control on lands of the Bureau, Forest Service, Bureau of Indian Affairs, National

Park Service, and state governments. Since 1967, the BIFC has processed crews to assist in 309 fires both in Alaska and the western states. During the 1969 fire season, BIFC contributed major support to Alaska where about 5 million acres have burned; it participated in 85 BLM fires and 11 Forest Service fires.

Plan of Work: Since FY 1967, designated construction of the permanent facility has been underway. A recapitulation of the funding is:

FY 1967 (Initial Survey & Design)	\$ 100,000
FY 1968 (Construction)	1,100,000
FY 1969 (Construction)	955,000
FY 1970 (Construction)	900,000
FY 1971 (Construction - proposed)	300,000
Balance for construction in future year program	<u>675,000</u>
Total project	\$4,030,000

The features remaining to be constructed during FY 1971 are:

<u>Feature</u>	<u>FY 1971 Cost</u>	<u>Balance to Complete</u>
1. Ramp	45,000	210,000
2. Hangar	-0-	425,000
3. Shop	80,000	-0-
4. Smokejumpers Training Tower & Obstacle Course	65,000	-0-
5. Trailer Pad & Security Fence	20,000	-0-
6. Site Development	60,000	-0-
7. Engineering Supervision & Contingencies	<u>30,000</u>	<u>40,000</u>
Total	300,000	675,000

(b) Recreation Facilities: FY 1970, \$100,000; FY 1971, \$640,000; an increase of \$540,000 over FY 1970, exclusive of carryover funds.

Need for Increase: The overall supply-demand picture for public land recreation is bleak. By the end of FY 1970, the public lands sites will provide approximately 2,500 family units capable of accommodating 1,150,000 visitor days per year. Based on current recreation trends, it is estimated that by 1975 an annual capacity of 9,000,000 visitor days will be needed to provide the minimum basic requirements on the public lands.

Millions of Americans are now using the public lands for camping, picnicking, hiking, rock collecting, motorcycling, hunting, fishing, water sports and many other kinds of recreation. They find little or no development to accommodate their basic needs. Consequently, the land itself is abused, streams are polluted, trash is scattered over the ground, wildfires result from campfires built in fire danger areas, and the lack of toilet and sanitation facilities creates hazards to health.

As tourist mobility, income and leisure time increase, the number of visitors to

the public lands will climb to an estimated 50 million by 1975. Use of undeveloped areas of the public lands will increase causing abuse and damage to the resource to the detriment of all people who use or visit them.

The increase will provide facilities in areas where the supply of public facilities is deficient in relation to the existing demands. The proposed sites were selected with particular emphasis on areas which are within reach of the urban dweller.

Since the land administered by the Bureau of Land Management represents the largest acreage in the nation already in Federal ownership, the total development costs are greatly reduced.

Plan of Work: The FY 1971 projects are listed and described below:

FY 1971 Projects for Recreation Construction

<u>Project</u>	<u>State</u>	<u>County</u>	<u>FY 1971 Cost Est.</u>	<u>FY 1971 Family Units</u>
Superstition Mountain	Arizona	Pinal	\$150,000	45
Lower Colorado River	Arizona	Yuma	80,000	--
California Desert (New York-Providence Mountains)	California	San Bernardino	125,000	45
Helena Complex (Holter Lake)	Montana	Lewis & Clark	74,000	35
Organ Mountain	New Mexico	Dona Ana	75,000	35
Survey & Design	All States	--	136,000	--
Total			640,000	160

Superstition Mountain - The Superstition Mountain has always attracted much interest because of the history and legend surrounding the past mining activity. The area is presently receiving heavy uncontrolled use. Facility development is planned to forestall destruction of the natural wilderness and to preserve and highlight the area's historical heritage. It will also alleviate the overtaxed facilities within the adjacent Tonto National Forest. Commanding a panoramic view of the mountains to the east and the desert valley to the west and south, the planned site is located about 30 miles from Phoenix; 100,000 visitor day use is projected within five years.

Lower Colorado River - Located within both the Los Angeles and Phoenix accessibility range, the Lower Colorado is experiencing an annual visitor day use of 4,000,000. Existing facilities are grossly inadequate and overuse is common. Refuse and human waste contaminate the waters in which people swim. Proper fire places are lacking, and the threat of wild fire is real. Initial development is planned to provide basic sanitary and regulatory facilities to alleviate the environmental problems.

California Desert - Development is planned in the New York-Providence Mountains, located within the densely-populated Southern California Metropolitan Complex accessibility range. Because developed facilities are lacking in the California Desert, recreational activities such as desert camping, hunting, hiking, bike riding and rock hounding are presently scattered over the entire area or concentrated in areas of convenience, creating sanitation and protection problems. Site

development is designed to provide visitor facilities which will accommodate users and protect the lands.

Helena Complex - The site is located at Holter Lake within 30 miles of Helena and 60 miles of Great Falls, Montana in a very popular swimming, fishing, and water skiing area. Present facilities are insufficient, unsanitary and poorly organized. Rising sharply from the lake is hazardous terrain. Site construction is planned to provide both safe and convenient facilities.

Organ Mountain - Located about 25 miles east of Las Cruces, New Mexico and about 50 miles north of El Paso, Texas, this area has retained much of its primitive, rugged tree cover, unusual in this part of New Mexico. Past heavy use which has caused sanitation problems and damage to the resources has prompted us to close off this high use area until facilities can be developed. Site development is planned to protect the public and to preserve the unique physical features of the area.

Funds are also requested to survey and design projects in advance of the fiscal year in which construction funds are made available. Advance design results in more orderly development and selection of the most economical design appropriate for the site.

(2) Maintenance: FY 1970, \$1,869,000; FY 1971, \$2,275,000; an increase of \$406,000 over the amount available in FY 1970, exclusive of carryover funds.

(a) Maintenance of Buildings: FY 1970, \$265,000; FY 1971, \$265,000; no increase.

Program of Work: Many of the Bureau's buildings are old and require extensive maintenance. During FY 1971, the Bureau will maintain buildings with a total estimated acquisition value of \$11 million.

(b) Operation and Maintenance of Recreation Facilities: FY 1970, \$604,000; FY 1971, \$985,000; an increase of \$381,000 over FY 1970, exclusive of carryover funds.

<u>Increase (+) or Decrease (-)</u> <u>Amount</u>	<u>Positions</u>	<u>Total</u> <u>Program</u>	<u>Total</u> <u>Positions</u>	<u>Explanation</u>
(1) +\$381,000	+3	\$567,000	4	To provide for clean-up of undeveloped recreation sites and expand the Johnny Horizon Anti-Litter Campaign.

Cost Factors Involved in Increase

- (1) Three full-time permanent positions at an average annual salary of \$9,700, \$29,000; twelve man years of temporary labor at an average annual salary of \$6,100, \$73,000; contractual costs for dumpsite clean-up, \$212,000; refuse containers, fencing materials, litterbags, decals, films, exhibits, and other clean-up supplies and promotional items, \$67,000.

Need for Increase: Littering and unauthorized dumping are a national embarrassment and serious problem to the Bureau of Land Management. There are an estimated 1500 unauthorized dumpsites on the public lands, and over 50,000 miles of much-used, much-littered roads. Litter is ugly. It creates unsanitary conditions which can lead to serious land and water pollution problems. It can cause disease and extensive damage to the lands. Under some conditions, it can cause fires. A one-time cleanup of all known sites would cost an estimated \$15 million.

Clean-up, however, is futile without an enlightened, tidy public. The Johnny Horizon anti-litter campaign is intended to educate the public to the practical and aesthetic cost of thoughtless disposal. Combined with a regular maintenance program, it is the most economical and effective method of cleaning the public lands.

The Johnny Horizon Campaign has found a response in a public increasingly concerned about environmental quality. It has received support in the publications: American Forests, The Clubwoman, Gems & Minerals, Camping Guide, American Rifleman, and Environmental Technology and Science, among others, and is attracting co-sponsors among local governments, organizations, and private industry. The 11 million member General Federation of Women's Clubs has adopted the program as part of its conservation work, and some 3.7 million Boy Scouts will participate on an organized basis as part of the 1971 Boy Scouts National Good Turn effort.

The campaign's most outstanding accomplishment to date was the Johnny Horizon Countryside Cleanup Days in October, 1969. More than 30,000 people in 18 states participated. Led initially by volunteers of the California Outdoor Recreation League, the governors of Arizona, California, Colorado, Nebraska, Nevada, New Mexico, Texas, Utah and Wyoming issued Johnny Horizon proclamations. The Bureau has virtually no activities in two of these States, demonstrating that interest in the program brings public benefits beyond the Bureau's geographic limits. Hard dollar contributions in voluntary manpower and equipment amounted to at least \$350,000.

It is important not only to sustain the momentum already achieved, but also to broaden the program in key areas such as the public school systems by providing films, classroom kits and other educational materials. An increase of \$51,000 out of the total increase of \$381,000 is included for the Johnny Horizon program.

Along with the public-participation campaign, the Bureau seeks to make a concentrated clean-up effort on public lands in Idaho, Nevada and Utah--where 596 undeveloped recreation sites, 352 unauthorized dumpsites, 25 abandoned mining camps, and 1,096 miles of roadsides are badly in need of attention. Lack of facilities, public carelessness, and inadequate maintenance have led to extensive land pollution. Local governments and organizations in these sparsely populated areas have been unable to cope with problems brought by summer visitors, autumn hunters, and the general public. Sporadic local campaigns followed by inattention and renewed littering accomplish little. Only a determined, prolonged, and thorough effort can eliminate the pollution danger and perhaps achieve a momentum which will sustain itself. An increase of \$175,000 will provide initial clean-up and regular maintenance for 144 undeveloped recreation sites, 107 dumpsites, 4 mining camps and 307 roadside miles.

Another area having special problems is the Lower Colorado River between Arizona and California. Year-round use is estimated at some 4 million visitor days, higher than some of the most crowded national parks. Public use has far exceeded the government's capability to maintain the area. Consequently, the usual litter and unwholesome conditions that accompany over-use and underdevelopment prevails. A field inventory in February, 1969, revealed 93 dumpsites, mostly unauthorized. Those few sites authorized and under lease by BLM are not always being operated in accordance with the provisions of the lease. Open burning of waste is common. A thorough cleanup of the area is long overdue. The increase of \$155,000 will provide funds to begin a cleanup program and to provide regular maintenance on a scheduled basis.

Program of Continuing Work: Routine facility maintenance is regularly scheduled to protect the original investment and to keep the facilities safe, sanitary and attractive for public use. In FY 1971 about 2,500 family units will be maintained.

In addition the Bureau will provide continuing cleanup on about 700 undeveloped

recreation sites and several miles of roadside.

(c) Maintenance of Roads: FY 1970, \$1,000,000; FY 1971, \$1,025,000; an increase of \$25,000 over FY 1970 exclusive of carryover funds.

<u>Increase (+) or Decrease (-)</u> <u>Amount</u>	<u>Positions</u>	<u>Total</u> <u>Program</u>	<u>Total</u> <u>Positions</u>	<u>Explanation</u>
(1) +\$25,000	--	\$25,000	--	Maintenance on primitive recreation use roads in the Lower Colorado River area.

Cost Factors Involved in Increase

- (1) Placement of waterbars, ditches, sloping and performance of other essential maintenance services on 75 miles of heavily-used roads, \$25,000.

Need for Increase: Maintaining roads in the Lower Colorado River area is part of the Bureau's total road maintenance responsibility. The Lower Colorado area is experiencing in excess of 4 million annual visitor day use, more than the existing facilities can handle. Much of this visitation involves the use of motorcycles, four-wheel drive vehicles, "totogoats," and similar vehicles. The result is that primitive roads which now receive no maintenance are being seriously eroded which contributes to site destruction and increases the hazard to road users.

Lack of preventive maintenance on these recreation roads is also increasing the need for maintenance on the few existing standard roads, as eroded material clogs culverts and overtakes drainage structures.

Program of Work: This maintenance program will concentrate efforts on those primitive roads which continue to be most heavily used and where erosion is causing the most serious down-stream damage to higher value roads. Water drainage features such as waterbars, crowns and ditches will be provided to protect these roads from further erosive destruction.

Program of Continuing Work: The Bureau's most heavily used roads and trails are maintained in a safe and passable state.

The FY 1971 program plans are for 5,000 miles of preventive and 800 miles of corrective maintenance. Substandard roads will receive nominal maintenance; appropriate ones will be programmed for future improvements or reconstruction. The Bureau has a maintenance inventory and annual maintenance plan which provides the basis for the estimates.

Personnel Summary

	<u>1969</u> <u>Actual</u>	<u>1970</u> <u>Estimate</u>	<u>1971</u> <u>Estimate</u>
Total number of permanent positions.....	95	95	98
Full time equivalent of other positions.....	55	79	88
Average number of all employees.....	125	161	175
Average GS grade.....	8.7	8.7	8.7
Average GS salary.....	\$9,740	\$10,780	\$10,780
Average salary of ungraded positions.....	\$7,645	\$ 8,256	\$ 8,256

ITEMIZATION OF ESTIMATE

Construction and Maintenance

	Actual 1969	Estimate 1970	Estimate 1971	Increase (+) Decrease (-)
<u>Program and Financing:</u>				
Total obligations.....	\$3,290,249	\$3,020,000	\$3,290,455	\$+270,455
Unobligated balance available start of year.....	-396,704	- 196,455	- 75,455	+121,000
Unobligated balance available end of year..	196,455	75,455	---	- 75,455
Transferred from other accounts.....	---	---	---	---
Appropriation.....	3,090,000	2,899,000	3,215,000	+316,000
<u>Obligation by Objects:</u>				
11.0 Personnel compen- sation.....	1,084,000	1,437,000	1,540,000	+103,000
12.1 Personnel benefits:				
Civilian employees...	65,000	80,000	95,000	+ 15,000
21.0 Travel and trans- portation of persons.	74,000	85,000	90,000	+ 5,000
22.0 Transportation of things.....	110,000	110,000	110,000	---
23.0 Rent, communications, and utilities.....	39,000	40,000	50,000	+ 10,000
24.0 Printing and repro- duction.....	21,000	20,000	30,000	+ 10,000
25.0 Other services.....	492,249	316,000	316,000	---
26.0 Supplies & materials.	240,000	214,000	240,000	+ 26,000
31.0 Equipment.....	60,000	60,000	60,000	---
32.0 Lands & Structures...	1,104,000	658,000	759,455	+101,455
42.0 Insurance claims & indemnities.....	1,000	---	---	---
Total Obligations.....	3,290,249	3,020,000	3,290,455	+270,455

PUBLIC LANDS DEVEL.
ROADS & TRAILS

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Public Lands Development Roads and Trails
Contract Authorization and Liquidation Program

	<u>Contract Authority Available</u>	<u>Current Obligations</u>	<u>Net Unpaid Obligations, Prior Year</u>	<u>Total Obligations</u>	<u>Expenditures</u>	<u>Net Unpaid Obligations Carried Forward</u>
			<u>Fiscal Year 1969</u>			
Public Lands Development Roads and Trails (Total).....	\$10,894,992	\$2,868,561	\$1,475,196	\$4,343,757	\$3,223,068	\$1,120,689
			<u>Fiscal Year 1970</u>			
Public Lands Development Roads and Trails (Total).....	13,026,431	2,975,000	1,120,689	4,095,689	3,500,000	595,689
			<u>Fiscal Year 1971</u>			
Public Lands Development Roads and Trails (Total).....	12,640,000	3,837,000	595,689	4,432,689	3,537,000	895,689

PUBLIC LANDS DEVELOPMENT ROADS AND TRAILS

Liquidation of Contract Authorization

Analysis by Activities

Activity	Actual 1969	Estimate 1970	Estimate 1971	Increase or Decrease
Public Lands Development Roads and Trails.....	\$3,500,000	\$3,500,000	\$3,500,000	\$ ---

Status of Cash Authorization for Liquidation of Contract Authorization

	1969	1970	1971
Appropriation.....	\$3,500,000	\$3,500,000	\$3,500,000
Unexpended balance brought forward.....	730,188	1,007,120	1,007,120
Total available.....	4,230,188	4,507,120	4,507,120
Less: Expenditures.....	3,223,068	3,500,000 ^{a/}	3,537,000 ^{a/}
Unexpended balance.....	1,007,120	1,007,120	970,120

a/ Estimated

Need for Liquidating Cash: The Public Lands Development Roads and Trails (PLDR&T) Program derives its obligating authority from the contract authority contained in the various Federal Aid Highway Acts; however, an appropriation of liquidating cash is required to make contract payments.

Since the first time that contract authority was provided in the Federal Aid Highway Act of 1962, the cumulative liquidating cash appropriation has been less than the cumulative amount of programmed budget authority. This approach is possible because of the time lag which usually occurs in construction projects between the date of contract obligation and the subsequent date of disbursement of funds to make progress payments under the contract.

The accompanying table shows the relationships among contract authority, the amount of programmed new budget authority (NBA) and the appropriation of liquidating cash.

RECAPITULATION OF PUBLIC LANDS DEVELOPMENT ROADS AND TRAILS STATUS OF NBA AND CASH

Fiscal Year	New Budget Authority Authorized by the Federal Aid Highway Acts (in \$1,000's)	Programmed New Budget Authority (in \$1,000's)	Liquidating Cash Appropriation (in \$1,000's)
1963	2,000	-	-
1964	4,000	2,000	760
1965	2,000	2,500	2,500

RECAPITULATION OF PUBLIC LANDS DEVELOPMENT ROADS AND TRAILS STATUS OF NBA AND CASH
(Cont.)

Fiscal Year	New Budget Authority Authorized By the Federal Aid Highway Acts (in \$1,000's)	Programmed New Budget Authority (in \$1,000's)	Liquidating Cash Appropriation (in \$1,000's)
1966	2,000	2,000	2,000
1967	3,000	2,000	2,000
1968	5,000	3,000	2,600
1969	3,500	3,320	3,500
1970	5,000	4,000	3,500
1971	3,000	2,500	3,500
Total	29,500	21,320	20,360

Unprogrammed Contract Authorization at end of FY 1971 - \$8,180 thousands
Unfunded Contract Authorization at end of FY 1971 - 9,140 thousands

Planned Use of Contract Authority - FY 1971 The Bureau obligation program will permit road grading of 115 miles, road surfacing of 89 miles, trail construction of 56 miles and construction of 5 bridges. In addition, 60 miles of historically significant trails will be marked and reestablished. The estimate also includes funds to accomplish survey and design for future roads and trails.

An adequate road and trail system is essential to the public use and proper management and protection of 453 million acres of public land administered by the Bureau. Most of the land is presently accessible only by primitive roads and many millions of additional acres are completely inaccessible because of lack of easements across surrounding private lands.

Construction standards vary from single-lane graded dirt roads for fire control to double-lane surfaced roads to meet multiple resource needs and intensive recreation access. The major portion of the existing transportation system consisting of approximately 50,000 miles does not meet present use standards and many can be used only seasonally. To rectify this situation, these roads should be improved or reconstructed to bring them to a design standard consistent with present day usage.

A summary of the programmed authority for FY 1971 by State is as follows:

Alaska.....	\$ 53,000
Arizona.....	242,000
California.....	375,000
Colorado.....	210,000
Idaho.....	315,000
Montana.....	185,000

Nevada.....	\$ 478,000
New Mexico.....	254,000
Oregon.....	239,000
Utah.....	402,000
Wyoming.....	192,000
Survey and Design and Easement Acquisition.....	892,000
TOTAL	\$3,837,000

Personnel Summary

	<u>1969 Actual</u>	<u>1970 Est.</u>	<u>1971 Est.</u>
Total number of permanent positions.....	67	77	75
Full-time equivalent of other positions.....	35	33	25
Average number of all employees.....	113	103	93
Average GS grade.....	8.7	8.7	8.7
Average GS salary.....	\$9,740	\$10,780	\$10,780

ITEMIZATION OF ESTIMATE

Public Lands Development Roads and Trails

	Actual 1969	Estimate 1970	Estimate 1971	Increase (+) Decrease (-)
<u>Program and Financing:</u>				
Total obligations.....	\$ 2,868,561	\$2,975,000	\$3,837,000	\$+ 862,000
Unobligated balance available start of year.....	-7,394,992	-8,026,431	-10,051,431	-2,025,000
Unobligated balance available end of year.....	8,026,431	10,051,431	9,214,431	- 837,000
Unfunded balance, start of year.....	8,140,000	8,140,000	9,640,000	+1,500,000
Unfunded balance carried forward.....	-8,140,000	-9,640,000	-9,140,000	+ 500,000
Appropriation to liqui- date contract author- ization.....	3,500,000	3,500,000	3,500,000	---
<u>Obligations by Objects:</u>				
11.0 Personnel compen- sation.....	1,046,000	952,000	880,000	- 72,000
12.1 Personnel benefits: Civilian employees...	58,000	54,000	47,000	- 7,000
21.0 Travel and trans- portation of persons	113,000	125,000	125,000	---
22.0 Transportation of things.....	67,000	60,000	60,000	---
23.0 Rent, communications, and utilities.....	10,000	13,000	15,000	+ 2,000
24.0 Printing and repro- duction.....	1,000	1,000	1,000	---
25.0 Other services.....	137,561	175,000	175,000	---
26.0 Supplies & Materials.	51,000	50,000	50,000	---
31.0 Equipment.....	26,000	29,000	30,000	1,000
32.0 Lands & structures...	1,359,000	1,516,000	2,454,000	+ 938,000
Total Obligations.....	2,868,561	2,975,000	3,837,000	+ 862,000

O & C GRANT LANDS

DEPARTMENT OF THE INTERIOR

BUREAU OF LAND MANAGEMENT

Oregon and California Grant Lands

Appropriation, 1970.....	\$16,000,000
Unobligated balance from prior years (included in this unobligated balance is	
\$1,124,103 for Forest Service).....	9,654,091
Total available for obligation.....	<u>25,654,091</u>

Decreases:

Construction and acquisition (included in this decrease is \$2,994,683 for Forest	
Service).....	\$19,162,626
Forest development, protection, and management (includes \$79,420 for Forest Service).. <td>4,702,047</td>	4,702,047
Operation and maintenance.....	1,764,756
Emergency road repair.....	<u>24,662</u>
Subtotal.....	<u>25,654,091</u>

Increases:

Construction and acquisition (included in this increase is \$3,296,683 for Forest	
Service).....	16,897,626
Forest development, protection, and management (includes \$119,120 for Forest Service). <td>5,282,047</td>	5,282,047
Operation and maintenance.....	<u>2,264,756</u>
Total available for obligation.....	24,444,429
Less: Unobligated balance from prior years.....	<u>6,444,429</u>
Budget estimate, 1971.....	<u>18,000,000</u>

OREGON AND CALIFORNIA GRANT LANDS

Analysis by Activities

	Amount available 1970	Fiscal Year 1971			Total available 1971 compared to total avail- able 1970	Page ref.
		Estimated total available	Unobligated balance from prior years	Budget estimate		
1. Construction and acquisition.....	\$19,162,626	\$16,897,626	\$-6,210,626	\$10,687,000	\$-2,265,000	53
2. Forest development protection & mgmt.	4,702,047	5,282,047	- 19,047	5,263,000	+ 580,000	61
3. Operation and maintenance.....	1,764,756	2,264,756	- 214,756	2,050,000	+ 500,000	63
4. Emergency road repair and recon- struction.....	24,662	---	---	---	- 24,662	---
Total.....	\$25,654,091	\$24,444,429	\$-6,444,429	\$18,000,000	\$-1,209,662	

JUSTIFICATION

Appropriation Title

Oregon and California Grant Lands

\$18,000,000

Under this title an amount equal to 25% of the gross receipts from sales of timber and other products on the revested Oregon and California Railroad Grant Lands is appropriated for the construction, acquisition, operation, and maintenance of access roads and other improvements and for forest management, reforestation and protection of the BLM administered lands in Western Oregon.

As a result of increased O&C timber sale prices during the last half of FY 1969, the estimated FY 1970 new budget authority has been increased from that presented in last year's budget. Forest management and development was increased to provide additional sale volume in FY 1970 to help alleviate an acute national timber shortage. The comparison of the FY 1970 budget authority between the current and last year's estimates is summarized below:

<u>ACTIVITY/SUB-ACTIVITY</u>	<u>ORIGINAL FY 1970 NBA ESTIMATE</u>	<u>CURRENT FY 1970 NBA ESTIMATE</u>	<u>INCREASE +</u>
<u>Construction & Acquisition</u>			
(a) Access Roads	8,712,000	9,387,000	+675,000
1. BLM	(7,215,000)	(7,760,000)	(+545,000)
2. Forest Service	(1,497,000)	(1,627,000)	(+130,000)
(b) Recreation Facilities	525,000	700,000	+175,000
1. BLM	(385,000)	(440,000)	(+ 55,000)
2. Forest Service	(140,000)	(260,000)	(+120,000)
<u>Forest Development, Protection & Management</u>			
(a) Forest Protection	800,000	900,000	+100,000
(b) Forest Development	1,303,000	1,393,000	+ 90,000
1. BLM	(1,240,000)	(1,330,000)	(+ 90,000)
2. Forest Service	(63,000)	(63,000)	(-0-)
(c) Forest Management	910,000	2,120,000	+1,210,000
<u>Operation and Maintenance</u>			
(a) Roads	1,300,000	1,300,000	-0-
(b) Recreation Facilities	200,000	200,000	-0-
Total:	<u>13,750,000</u>	<u>16,000,000</u>	<u>+2,250,000</u>

The estimate for FY 1971 for this appropriation is \$18,000,000, an increase of \$2,000,000 over FY 1970, exclusive of carryover funds. This increase requires thirteen (13) additional positions for work programmed by the Bureau of Land Management.

1. Construction and Acquisition \$10,687,000

The FY 1971 estimate of \$10,687,000 is an increase of \$600,000 over FY 1970 exclusive of carryover funds. The program is for construction of access roads and recreation facilities in Western Oregon.

The analysis of new budget authority, total availability, and the obligation program follow in tabular form on the following page.

1. Construction and Acquisition Activity - Analysis of FY 1970 and FY 1971 Funding by Subactivity and Agency

Subactivity and Agency	FY 1970 NBA Estimate	Deferred FY 1970 NBA	FY 1969 Carryover Funds Available in FY 1970	FY 1970 Obligation Program	FY 1971 NBA Estimate	FY 1970 NBA Deferred to FY 1971	FY 1971 NBA Deferred To Future Years	FY 1971 Obligation Program	Change in NBA FY 1970 to FY 1971
(a) <u>Access Roads</u>									
1. Bureau of Land Management	\$ 7,760,000	\$ -4,946,799	\$ +7,946,799	\$10,760,000	\$ 7,670,000	\$ +4,946,799	\$ -946,799	\$11,670,000	\$ - 90,000
2. Forest Service	1,627,000	-675,062	+1,060,062	2,012,000	1,997,000	+675,062	-615,062	2,057,000	+370,000
Subactivity Total	9,387,000	-5,621,861	+9,006,861	12,772,000	9,667,000	+5,621,861	-1,561,861	13,727,000	+280,000
(b) <u>Recreation Facilities</u>									
1. Bureau of Land Management	440,000	-364,144	+21,144	97,000	620,000	+364,144	-21,144	963,000	+180,000
2. Forest Service	260,000	-224,621	+47,621	83,000	400,000	+224,621	-47,621	577,000	+140,000
Subactivity Total	700,000	-588,765	+68,765	180,000	1,020,000	+588,765	-68,765	1,540,000	+320,000
Activity Total	10,087,000	-6,210,626	+9,075,626	12,952,000	10,687,000	+6,210,626	-1,630,626	15,267,000	+600,000

(a) Access Roads - \$9,667,000

The amount of \$9,667,000 includes \$1,997,000 for the Forest Service. The BLM amount of \$7,670,000 is a decrease of \$90,000 compared to the amount available for 1970 exclusive of carryover funds. In addition, \$4,000,000 will be programmed from available FY 1970 authority carried forward, for a total program of \$11,670,000. These funds will be used for survey and design, rights-of-way agreements, and acquisition of easements as well as construction, improvement, and acquisition of roads and bridges in support of the management of the O&C revested lands in western Oregon.

The access road system must be planned sufficiently ahead of actual sales to provide access to undeveloped areas of mature, over-mature, decadent, and scattered salvage timber stands to insure a well-balanced schedule of timber harvest. Access affords bidding opportunities to all prospective timber buyers.

During FY 1971 the BLM portion is planned at 50 miles of surfacing and 48 miles of grading, rock production for road repair and surfacing and construction of bridges and culverts.

The Forest Service road construction amount of \$1,997,000, is an increase of \$370,000 over FY 1970 exclusive of carryover. In addition, \$60,000 in deferred FY 1970 projects will be programmed for a total program of \$2,057,000.

(b) Recreation Construction - \$1,020,000

The estimate includes \$620,000 for BLM recreation construction, an increase of \$180,000 over the amount available for 1970, exclusive of carryover funds. In addition, \$343,000 in deferred FY 1970 projects will be programmed making a total program of \$963,000. The Forest Service recreation construction amount is \$400,000 an increase of \$140,000 over FY 1970 exclusive of carryover. In addition, \$177,000 in deferred FY 1970 projects will be programmed for a total program of \$577,000.

Access roads have opened many previously remote areas with high recreational value. Increasing use of these areas by the public creates fire and pollution hazards which endanger both the resources and the using public. The program attempts to minimize or eliminate these hazards by providing potable water and sanitary picnic and camping facilities in carefully selected areas.

Analysis indicates that western Oregon will have a facility supply deficit of 260,000 OTU's (one-time-use) capacity by 1974. Approximately 50,000 additional OTU's of camping and picnicking capacity will be needed to meet the recreation demands of 1974. State, counties and other federal agencies are developing facilities to help meet this demand. The FY 1971 program will provide access to a stream side area with high recreation value. It will also provide 85 family units providing 383 OTU's of developed capacity at two other prime sites within a few hours reach of the most populated regions in Oregon. These facilities are primarily oriented toward camping and picnicking use but also recognize the demand pull of water bodies and their associated outdoor activities.

Details of the construction and acquisition program are shown in the following tables:

OREGON AND CALIFORNIA GRANT LANDS
Fiscal Year 1970 Program
Construction and Acquisition

Availability:

Unobligated balance as of 6/30/69, brought forward.....	\$ 9,075,626
(included in this unobligated balance is \$1,107,683 for Forest Service)	
Estimated warranted authorization, FY 1970.....	10,087,000
Less: Unobligated balance, end of year FY 1970.....	<u>6,210,626</u>
Available for 1970 Program.....	12,952,000

Utilization:

Bureau of Land Management:

Planning, reconnaissance.....	\$ 500,000	
Acquisition.....	1,140,000	
Recreation construction.....	<u>97,000</u>	
		1,737,000

Federal Highway Administration:

Surveys.....	300,000	
Road construction.....	<u>8,820,000</u>	
		9,120,000

Forest Service:

Construction or roads.....	2,012,000	
Recreation construction.....	<u>83,000</u>	
		<u>2,095,000</u>
		<u>\$12,952,000</u>

DETAIL OF ROAD CONSTRUCTION PROGRAM, BLM LANDS, FY 1970

<u>Road System</u>	<u>Project Name</u>	<u>Miles</u>	<u>Type</u>	<u>Cost Est.</u>
Crabtree	N. Fk. Alsea	7	Gr. & Surf.	\$ 700,000
Nestucca	Nestucca River Road	1	Gr. & Surf.	50,000
McKenzie	Martin Ridge	8	Gr. & Surf.	600,000
Molalla	Table Rock	8	Gr. & Surf.	750,000
Lake Creek	Greenleaf Creek Road	3	Surfacing	180,000
Rock Creek	Rock Creek	5	Surfacing	325,000
Cow Creek	Boulder Creek Road	8	Surfacing	400,000
Cow Creek	Union Creek Road	4	Surfacing	200,000
Grave Creek	Grave Creek	15	Surfacing	375,000
Applegate	Round Top	6	Grading	300,000
Glendale	W. Fork Cow Creek	2	Gr. & Widening	50,000
Glendale	Bobby Creek Road	5	Gr. & Surf. - Brg.	450,000
Glendale	Dad's Creek Road	1	Gr., Surf. & Brg.	150,000
Elk Creek	Elk Mtn. Loop	4	Gr. & Surf.	400,000
Elk Creek	Chalmer Ridge	5	Gr. & Surf.	900,000
Elk Creek	Elk Creek "B"	4	Surfacing	201,000
Elk Creek	Elk Creek "C"	6	Gr. & Surf.	490,000
N. Fk. Coquille	No. Fk. Coquille	2	Gr. & Surf.	200,000
South Remote	South Remote	2	Surfacing	190,000
		<u>96</u>		
Rock Production.....				1,506,000
Bridges & Culverts.....				<u>403,000</u>
Total Road Construction Program, BLM Lands.....				8,820,000
Road and Easement Acquisition.....				1,140,000
Survey and Design.....				300,000
Planning and Reconnaissance.....				<u>500,000</u>
Total, FY 1970 Obligation Program.....				10,760,000
(includes carryover funds)				

OREGON AND CALIFORNIA GRANT LANDS
Fiscal Year 1971 Program
Construction and Acquisition

Availability:

Unobligated balance, beginning of FY 1971.....	\$ 6,210,626
Estimated warranted authorization, FY 1971.....	10,687,000
Less: Unobligated balance, end of FY 1971.....	<u>1,630,626</u>
Available for FY 1971 program.....	\$15,267,000

Utilization:

Bureau of Land Management:

Planning, reconnaissance.....	\$ 500,000	
Acquisition.....	858,000	
Recreation construction.....	<u>963,000</u>	
		2,321,000

Federal Highway Administration:

Surveys.....	300,000	
Construction of roads.....	<u>10,012,000</u>	
		10,312,000

Forest Service:

Construction of roads.....	2,057,000	
Recreation construction.....	<u>577,000</u>	
		<u>2,634,000</u>

Total 1971 program.....	\$15,267,000
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DETAIL OF ROAD CONSTRUCTION PROGRAM, BLM LANDS, FY 1971

<u>Road System</u>	<u>Project Name</u>	<u>Miles</u>	<u>Type</u>	<u>Cost Est.</u>
Crabtree	North Shore	6	Gr. & Surf.	\$ 700,000
Mohawk	Bowley Creek	2	Gr. & Surf.	150,000
McKenzie	Bear Creek	6	Gr. & Surf.	390,000
McKenzie	Johnson Creek	5	Grading	250,000
McKenzie	Horn Butte	6	Grading	240,000
Galice	Galice Creek	10	Gr. & Surf.	3,700,000
Galice	Galice Creek	2	Recon. & Surf.	250,000
Lake Creek	Deadrock Creek	3	Grading	150,000
Galice	County Line	9	Surfacing	280,000
Rock Creek	Bob Butte	1	Gr. Brg. & Surf.	160,000
Galice	Long Gulch	9	Surfacing	345,000
Glendale	Cow Creek "D"	8	Brg. & Recon.	325,000
Glendale	Hungry Hill	9	Grading	425,000
Sitkum	Weaver Road	5	Surfacing	300,000
		<u>81</u>		

Rock Production.....	\$ 1,701,000
Bridges and Culverts.....	<u>646,000</u>
Total Road Construction Program, BLM Lands.....	10,012,000
Road and Easement Acquisition.....	858,000
Survey and Design.....	300,000
Planning and Reconnaissance.....	<u>500,000</u>
Total, FY 1971 Obligation Program..... (includes carryover funds)	\$11,670,000

DETAIL OF RECREATION CONSTRUCTION PROGRAM, BLM LANDS, FY 1971
FY 1971 NEW BUDGET AUTHORITY

<u>Project</u>	<u>County</u>	<u>FY 1971 Cost Est.</u>	<u>FY 1971 Fam. Unit</u>	<u>Output Vis. Da.</u>	<u>Potential Cost Est.</u>	<u>Family Units</u>
Alsea	Benton	\$166,000	35	80,000	\$166,000	35
Shotgun	Lane	225,000	50	94,000	\$251,000	60
Swiftwater (Bob Butte)	Douglas	<u>120,000</u> \$511,000	-- a/	15,000	\$361,000	225

The remainder of the program, \$109,000, will provide for survey and design, recreation inventory and analyses and coordination and planning for future recreational demands in western Oregon.

a/ FY 1971 Development consists of access construction to Swiftwater site and provisions for minimum sanitation. Full site development is planned to follow in the next fiscal year.

FY 1970 DEFERRED PROJECTS TO BE CONSTRUCTED IN FY 1971

<u>Project</u>	<u>County</u>	<u>FY 1971 Cost Estimate</u>	<u>FY 1971 Family Units</u>
Wildwood	Clackamas	\$342,000	90

2. Forest Development, Protection, and Management - Analysis of FY 1970 and FY 1971 Funding by Subactivity and Agency

Subactivity	FY 1970 NBA Estimate	FY 1969 Carryover Funds Used in FY 1970 Program	FY 1970 Obligation Program	FY 1971 NBA Estimate	FY 1970 Carryover Funds Used in FY 1971 Program	FY 1971 Obligation Program	Change in NBA FY 1970 To FY 1971
(a) Forest Protection (All Bureau of Land Management).....	\$ 900,000	\$ 86,000	\$ 986,000	\$ 950,000	---	\$ 950,000	+\$ 50,000
(b) Forest Development.	1,393,000	---	1,393,000	1,933,000	---	1,933,000	+ 540,000
1. Bureau of Land Management.....	(1,330,000)		(1,330,000)	(1,830,000)	---	(1,830,000)	(500,000)
2. Forest Service.....	(63,000)		(63,000)	(103,000)	---	(103,000)	(40,000)
(c) Forest Management (All Bureau of Land Management).....	2,120,000	184,000	2,304,000	2,380,000	---	2,380,000	+ 260,000
Total.....	4,413,000	270,000	4,683,000	5,263,000	---	5,263,000	+ 850,000

3. Operation and Maintenance - Analysis of FY 1970 and FY 1971 Funding by Subactivity

Subactivity	FY 1970 NBA Estimate	FY 1969 Carryover Funds Used in FY 1970 Program	FY 1970 Obligation Program	FY 1971 NBA Estimate	FY 1970 Carryover Funds Used in FY 1971 Program	FY 1971 Obligation Program	Change in NBA FY 1970 To FY 1971
(a) Roads.....	\$ 1,300,000	\$ ---	\$ 1,300,000	\$ 1,800,000	---	\$ 1,800,000	+\$ 500,000
(b) Recreation Facilities.....	200,000	50,000	250,000	250,000	---	250,000	+ 50,000
Total.....	1,500,000	50,000	1,550,000	2,050,000	---	2,050,000	+ 550,000

As a result of increased receipts from O&C timber sales during the last half of FY 1969, the estimated FY 1970 new budget authority of \$3,013,000 for this activity as shown in last year's budget has been revised to \$4,413,000. The FY 1971 availability estimates are computed from the adjusted FY 1970 base.

(a) Forest Protection - \$950,000

The estimate of \$950,000 is an increase of \$50,000 over the FY 1970 revised amount exclusive of carryover funds. BLM contracts for fire protection on approximately 2.4 million acres of O&C and public domain forest lands in western Oregon. These contracts are negotiated with the State of Oregon, the Forest Service and Clackamas County on a rate per acre which reflects each agency's costs for fire suppression and fire prevention in past years. State of Oregon costs are scheduled to increase in FY 1970 because of state personnel salary increases. Cost increases can also be expected with Forest Service and County fire protection operations. These operating costs will be reflected in FY 1971 protection contracts. The Bureau will also continue to contribute to pre-suppression and control measures through the removal of snags, slash disposal, fire-break construction, fire law enforcement and fire investigations on Bureau administered lands.

(b) Forest Development - \$1,933,000

The estimate of \$1,933,000 represents an increase of \$540,000 over the revised FY 1970 amount of \$1,393,000. BLM programs account for \$500,000 of this increase with the balance of \$40,000 attributable to Forest Service development work.

The BLM increase will be used to intensify forest development practices to insure maximum timber production. These practices will include:

(1) \$320,000 for 7,000 acres of pre-commercial thinning. In this program the removal of trees from immature, overstocked stands will give the residual trees more room for growth and development. This will produce commercial sized timber in a shorter period of time with more useable wood volume than would otherwise be realized.

(2) \$57,000 for site preparation and reforestation. Special reforestation efforts are required on difficult to treat, hardcore backlog areas covering an estimated 30,000 acres of commercial forest land. These non-stocked or poorly stocked areas require pre-treatment surveys to determine current site conditions which will provide the basis for selecting the best rehabilitation methods. The increase includes \$5,000 for plans and surveys with an additional \$52,000 for site preparation and reforestation on about 900 acres. With successful site treatment and re-stocking, these lands will contribute to the future O&C timber base.

(3) \$88,000 to continue the search for genetically superior "plus" trees and to continue the development of the two major BLM seed orchards. Cuttings from "plus" trees are taken from carefully selected forest trees and grafted to planted root stock at the seed orchard. These cuttings mature quickly on their root stock and produce genetically superior seed for future reforestation work. The progeny from these superior trees grow faster, exhibit better form and produce quality wood in a shorter period of time.

(4) \$35,000 for stand conversion work. Stands of sub-commercial species, often found on some of the best forest lands, occupy sites which can be better utilized for the production of faster growing, higher valued coniferous trees. The existing stands will be removed, by timber sale when possible, and converted to a more desirable species composition.

In addition to the proposed \$500,000 increase, a total of eight new positions are required to conduct the necessary surveys, to layout, prepare and administer forest development contracts, and to provide technical help in seed orchard work.

Forest Service

The Forest Service program of \$103,000 is included in the Forest Development total of \$1,933,000. The FY 1971 program is an increase of \$40,000 from FY 1970. The funds are used for reforestation and stand improvement work on O&C lands under Forest Service jurisdiction.

(c) Forest Management - \$2,380,000

The estimate of \$2,380,000 is an increase of \$260,000 over the amount available in FY 1970 exclusive of carryover funds. The original FY 1970 amount as shown in last year's budget was revised so as to provide more sale volume in FY 1970 to help alleviate an acute national timber shortage. The increase is necessary to maintain a level forestry program in a situation of rising management costs.

The program when combined with Forest Management, western Oregon in the Management of Lands and Resources Appropriation, provides for the layout, measurement, appraisal, sale and administration of the total available cut in western Oregon. This cut is determined from periodic inventories and the principles of sustained yield timber harvest.

3. Operation and Maintenance \$2,050,000

The amount of \$2,050,000 is an increase of \$550,000 over the amount available for FY 1970, exclusive of carryover funds. It is to provide adequate maintenance of access roads and recreation facilities on Bureau lands in western Oregon.

(a) Roads - \$1,800,000

The amount of \$1,800,000 is an increase of \$500,000 over FY 1970 availability exclusive of carryover funds. The total amount coupled with contributed maintenance funds will provide maintenance for some 6,200 miles of timber access roads. Approximately 450 to 500 miles of new road are built annually to develop timber and other resources. These roads must be kept in usable condition to insure an even flow of logs to the mills, particularly during the rainy season when inadequately maintained roads rapidly deteriorate. Washouts are costly both in repair and in the economic loss suffered by the mill operator and the logger.

The increase of \$500,000 will allow accomplishment of an additional 100 miles of preventive maintenance, 10 miles of road surface improvement, and 8 miles of road reconstruction (corrective maintenance).

(b) Recreation Facilities - \$250,000

An amount of \$250,000 is an increase of \$50,000 over the amount available in FY 1970 exclusive of carryover funds. The O&C areas are near population centers and are receiving more recreation use each year. Visitor days at western Oregon recreational facilities increased 30% in FY 1969; this trend is expected to continue throughout the 1970 decade. This increasing demand comes largely from the metropolitan areas of California and other surrounding states as well as additional pressure from in-state residents.

Heavy use increases the maintenance effort. This program provides adequate services such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe and general repair and maintenance of facilities.

Of the total \$50,000 increase, \$16,000 will be used to maintain new recreation facilities to be completed in FY 1970 and the remaining \$34,000 will be used to meet the increasing pressures at established day use and overnight sites.

Personnel Summary

<u>Bureau of Land Management</u>	<u>1969 Actual</u>	<u>1970 Estimate</u>	<u>1971 Estimate</u>
Total number of permanent positions	176	298	311
Full-time equivalent of other positions.....	21	56	58
Average number of all employees....	209	345	359
Average GS grade.....	8.7	8.7	8.7
Average GS salary.....	\$9,740	\$10,780	\$10,780
Average salary of ungraded positions.....	\$7,645	\$ 8,256	\$ 8,256

<u>Allocation Accounts</u>	<u>1969 Actual</u>	<u>1970 Estimate</u>	<u>1971 Estimate</u>
Total number of permanent positions	128	130	128
Full-time equivalent of other positions.....	24	26	26
Average number of all employees....	129	132	132
Average GS grade.....	7.9	8.0	8.0
Average GS salary.....	\$9,095	\$10,106	\$10,106
Average salary of ungraded positions.....	\$7,451	\$ 7,716	\$ 7,716

ITEMIZATION OF ESTIMATE

Oregon and California Grant Lands (receipt limitation)

	Actual 1969	Estimate 1970	Estimate 1971	Increase (+) Decrease (-)
<u>Program and Financing:</u>				
Total obligations.....	\$10,697,958	\$19,209,662	\$22,580,000	\$+3,370,338
Unobligated balance available, start of year.....	-1,634,129	- 9,654,091	- 6,444,429	+3,209,662
Unobligated balance available, end of year.....	9,654,091	6,444,429	1,864,429	-4,580,000
Appropriation.....	18,717,920	16,000,000	18,000,000	+2,000,000
<u>Obligations by Objects:</u>				
11.0 Personnel compen- sation.....	3,106,000	4,722,000	4,809,000	+ 87,000
12.1 Personnel benefits: Civilian employees.....	190,000	288,000	301,000	+ 13,000
21.0 Travel and trans- portation of persons.....	245,000	486,000	491,000	+ 5,000
22.0 Transportation of things.....	235,000	238,000	238,000	---
23.0 Rent, communica- tions, and utilities.....	82,000	96,000	96,000	---
24.0 Printing and reproduction.....	8,000	9,000	9,000	---
25.0 Other services....	2,607,958	2,634,662	2,774,000	+ 139,338
26.0 Supplies and materials.....	497,000	573,000	573,000	---
31.0 Equipment.....	16,000	38,000	38,000	---
32.0 Lands and structures.....	3,971,000	10,125,000	13,251,000	+3,126,000
42.0 Insurance claims and indemnities...	---	---	---	---
Subtotal.....	10,957,958	19,209,662	22,580,000	+3,370,338
Portion of fore- going obligations originally charged to Object 32.....	-260,000	---	---	---
Total obligations.....	10,697,958	19,209,662	22,580,000	+3,370,338

JUSTIFICATION

Range Improvements

\$1,841,000

Appropriation 1969	Appropriation 1970	Estimate 1971	Increase (+) Decrease (-)
\$1,459,724	\$1,769,000	\$1,841,000	\$72,000

Range Improvements, an annual, indefinite appropriation, is derived from the Range Improvement Fund established by law (43 U.S.C. 315). Included also are receipts from Bankhead-Jones Farm Tenant Act lands transferred from the Department of Agriculture by various Executive Orders. The increase results from the increase in grazing fees for the grazing year beginning on March 1, 1969, a portion of which is designated in the Act as the Range Improvement Fee.

The objective of this program is to support range management on deteriorated and declining range lands to restore and sustain forage production and complement the watershed treatment and wildlife habitat improvement programs. Lands valuable for forage production are usually also valuable upland watersheds and important wildlife winter ranges or habitat areas.

Program of Work: In FY 1971, the program of work includes the construction of 560 miles of fence and 386 water developments. These added improvements will aid implementation of development plans for lands which are important for forage production, as watersheds, and as wildlife habitat. Land improvements resulting from this increase will provide additional forage for livestock and wildlife. Continued effort is planned for maintenance of the existing range improvements.

Personnel Summary

	<u>1969 actual</u>	<u>1970 estimate</u>	<u>1971 estimate</u>
Total number of permanent positions	47	47	47
Full-time equivalent of other positions	24	45	49
Average number of all employees	65	88	92
Average GS grade	8.7	8.7	8.7
Average GS salary	\$9,740	\$10,780	\$10,780
Average salary of ungraded positions	\$7,645	\$ 8,256	\$ 8,256

ITEMIZATION OF ESTIMATE

Range Improvement (receipt limitation)

	Actual 1969	Estimate 1970	Estimate 1971	Increase (+) Decrease (-)
<u>Program and Financing:</u>				
Total obligations.....	\$1,350,943	\$1,769,000	\$1,841,000	+\$72,000
Unobligated balance available, start of year.....	- 140,162	- 248,943	- 248,943	---
Unobligated balance available, end of year.....	248,943	248,943	248,943	---
Appropriation.....	1,459,724	1,769,000	1,841,000	+72,000
<u>Obligations by Objects:</u>				
11.0 Personnel compen- sation.....	528,000	713,000	740,000	+27,000
12.0 Personnel benefits: Civilian employees..	29,000	38,000	40,000	+ 2,000
21.0 Travel and trans- portation of persons.....	29,000	35,000	38,000	+ 3,000
22.0 Transportation of things.....	64,000	75,000	78,000	+ 3,000
23.0 Rent, communications and utilities.....	6,000	7,000	8,000	+ 1,000
24.0 Printing and repro- duction.....	---	---	---	---
25.0 Other services.....	457,943	636,000	672,000	+36,000
26.0 Supplies and materials.....	231,000	250,000	250,000	---
31.0 Equipment.....	6,000	15,000	15,000	---
Total obligations.....	\$1,350,943	\$1,769,000	\$1,841,000	+\$72,000

Administrative Provisions

Authorization is requested to acquire one aircraft as a replacement item only. This request will permit replacement of a Bureau owned 1962 Cessna 180 which, because of age and logged hours, presently exceeds replacement standards.

This new aircraft, a Cessna 185 or equivalent, will be used at the Anchorage, Alaska fire control center. It will be used for fire surveillance and related fire fighting support as well as general personnel and equipment transportation throughout Alaska.

Replacement aircraft to be acquired:

Number.....	1
Cost.....	\$42,000

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